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CITY OF WALNUT CREEK

1989 GENERAL PLAN

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A PLAN FOR THE CITY OF WALNUT CREEK







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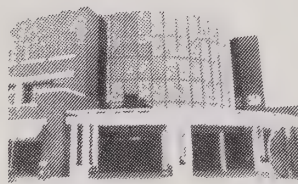




Broadway Plaza shoppers



Shell Ridge Open Space



Civic Plaza



Walnut Creek City Hall

## **CHAPTER 1**

# **Overview**

This section explains the purpose of the Plan, how it was developed, and the key development philosophies embodied in the Plan's goals and policies.







## A. DEFINITION OF A GENERAL PLAN

A general plan represents the collective thinking of a community about its future. These thoughts are expressed through the plan's goals and policies. When first written, general plan documents were designed to provide broad policy guidance; often the goals and policies were more inspirational than directional. Growing community involvement led to legislation requiring that general plans provide very specific direction about development within a community.

The general plan today serves as the link between community values and the decisions which determine the physical character of the community. Since general plans have become more specific, it is important that they be reviewed regularly to accommodate changes in community attitudes and desires.

## B. CONTENTS OF THE GENERAL PLAN

All California counties and cities are required by the State of California to have a general plan (California Government Code Section 65300 et seq.). The law requires the general plan to address seven specific topics: land use, housing, circulation, conservation, open space, public safety and noise. General plans may also include a variety of other topics, as desired by a community.

The various elements of this plan also reflect the traffic control initiative, Measure H, which was approved by the citizens of Walnut Creek in November, 1985. Measure H acts as an overlay to several elements of the General Plan, regulating the timing of certain types of new development until traffic standards are met. If traffic is reduced to levels set by the initiative, the policies and programs of the General Plan Elements will function without the modifications of Measure H.

The Walnut Creek General Plan contains all the state mandated elements but arranges them in different categories from those outlined by the State Guidelines. The Plan also contains several optional subelements: Cultural Resources, Child Day Care, City Design, Parks and Recreation, Regional Planning and Growth Management. Table 1-1 indicates where in the Plan each of the required elements is addressed. A glossary has been provided in the back of the document to clarify unfamiliar words or concepts.

## C. PREPARATION OF THE PLAN

The previous general plan was adopted in 1971. A major amendment to the plan for the Core Area was adopted in 1975 and updated in 1980. A revision of the 1980 Core Plan was begun in 1982 but never adopted. With the passage of Measure H in 1985 (a traffic control initiative) and increasing community concern about growth in Walnut Creek, it became apparent that a comprehensive review was needed of the City's planning policies. The City initiated the General Plan update process in the summer of 1986.

There were four phases to the General Plan update:

- public involvement;
- issue identification;
- formulation of alternatives and selection of a preferred land use/transportation plan; and
- preparation, refinement and adoption of the Plan.

To initiate the process, a 90 member citizens committee was appointed to discuss the direction the City should take relative to future residential and commercial development, transportation, open space conservation, urban design and fiscal operations. The conclusions drawn by each of the six subcommittees became the basis for the General Plan. Many of the Committee's recommendations have been incorporated into the Plan's goals and policies. (Refer to the Year 2000 Committee Final Report for additional information. Available from the Community Development Department - Planning Division.)

Throughout the update process, the Planning Commission held a series of study sessions to discuss different policy issues and choices. Following much discussion, the Commission selected a preferred land use plan and transportation network. Public hearings were held on the Draft Plan and EIR from November 1988 through February 1989 and both documents were adopted by City Council Resolution No. 4880 on February 22, 1989.

Because the traffic control initiative, Measure H, was adopted by a vote of the people, any changes to it must likewise be approved in an election. In the June 6, 1989 election, the voters rejected a growth management system which would have replaced Measure H.

As a result, the City Council directed a revision of the recently adopted general plan. The general plan was adopted by Council Resolution No. 4954 on August 8, 1989, and incorporates Measure H goals and standards which regulate commercial and residential development throughout the City.

Substantial effort was made to keep the public informed of and involved in the process. A video on the General Plan update was developed by Staff and aired on the local public television stations. An outreach effort (the "General Plan Roadshow") was implemented to garner public opinion on key community concerns. The City's bimonthly publication, "The Nutshell" carried feature articles on the update process. A mailing list of over 200 names was compiled to keep interested citizens informed of meeting dates and topics. The local newspaper was invited to attend all General Plan meetings, providing coverage of key decisions made by the Commission and Council.



## D. PLANNING AREA BOUNDARIES

The City of Walnut Creek lies about 30 miles east of San Francisco (Figure 1-1). A planning area of approximately 30 square miles was defined for the General Plan update. This area includes lands inside the incorporated City, lands inside the City's Sphere of Influence and additional lands outside the Sphere that bear a relationship to the City. (See Figure 1-2.) The incorporated City encompasses 17.5 square miles (11,200 acres). The Sphere of Influence is the area where the City anticipates future expansion of its present limits. This area encompasses 3.1 square miles (2,000 acres). There is a limited amount of land within the Sphere that is available for development. Recent projects proposed within the City's Sphere have been processed under the County and have not requested annexation. The remainder of the land in the General Plan planning area essentially includes the foothill region adjacent to the City's eastern border. It was included in the planning area boundary because the community highly values its retention as a scenic backdrop and natural resource area.

## E. USING THE PLAN

The General Plan sets forth the community's intentions for future development within the City's existing and intended jurisdictional boundaries. There are four ways the Plan expresses the City's development aims:

- Goals: A general statement of values or aspirations
- Policies: Specific statements indicating clear direction
- Programs: Specific actions which implement stated goals or policies
- Land Use and Other Maps: The graphic representation of land use goals and policies

The land use maps in the Plan reflect allowable levels of development. Figures 2-1 and 2-2 show land use and residential densities. Figures 2-1A and 2-2A depict the same General Plan land uses with a Measure H development overlay. The residential density which applies to a specific parcel is either that depicted on the land use maps (Fig. 2-1, 2-2) or on the Measure H Overlay Maps (Fig. 2-1A, 2-2A) whichever is less.

The Walnut Creek General Plan is written for all segments of the community -- residents, business persons, developers and decisionmakers. Residents can refer to the Plan to understand the City's position on regulating development and protecting community resources. Local business persons and developers will use the Plan for specific direction on the type, intensity and location of development desired in Walnut Creek. The Plan will be used by the Commissioners and Council to guide them in making land use and planning related decisions for properties within the incorporated City limits. For lands outside the City limits the Plan is primarily used to let other planning agencies or prospective developers know the City's position on development in these areas.

Quality of life is a commonly used term but the definition varies with the individual. As a general statement however, quality of life in Walnut Creek includes at least the following: an abundance of open space; quiet, well maintained and safe neighborhoods; quality shopping downtown; acceptable traffic levels; a variety of cultural, recreational and educational programs; beautiful parks; and an extensive hiking and biking trail system.

During the General Plan discussions several key philosophies were developed about the kind of community Walnut Creek should be as it moves into the twenty first century. These philosophies have been incorporated into the General Plan goals and policies and are summarized below.

The previous section embodied the overall vision for Walnut Creek in the Year 2005. The statements below capsulize the General Plan's goals and policies which will lead the City toward the actualization of its vision.

- a. Manage the City's growth by reducing the amount of commercial development and coordinating development with infrastructure capacity.

Growth control has been the central issue in Walnut Creek since the early 1980's when much of the office development in the City was constructed. Increased traffic levels resulting from growth in the City and in the County prompted passage of the citizen sponsored traffic control initiative, Measure H, in 1985. Measure H establishes traffic standards for major intersections in the City. Until such time as traffic mitigations identified in the general Plan reduce these intersections to level of service (LOS) D or better, new residential and commercial development is restricted. The full text of Measure H is set forth on page 1-9. If Measure H traffic standards are met certain policies of the Growth Management System outlined in the Growth Management Subelement will be activated.

The Growth Management System takes a comprehensive view of growth management, establishes a cap for commercial development and standards for public services and facilities. The System also emphasizes the need for subregional and regional planning to effectively address transportation problems.

- b. Preserve the existing scale and intensity of neighborhoods.

There was considerable concern that existing, established neighborhoods be protected from encroachment of incompatible uses. One of the major intrusions is traffic diverting from congested roads onto neighborhood streets. The community also indicated a desire to keep the single family detached dwelling as the predominant use in existing single family neighborhoods.



The Plan responds to this concern by maintaining single family densities throughout most of the existing single family areas. The land use density in some cases was reduced from the previous plan to be consistent with the existing zoning under which certain single family areas developed.

c. Concentrate high intensity development in the Core Area.

Historically the City's highest density office, retail and residential development has occurred in the Core Area. The Plan perpetuates this pattern by allowing the highest density office development in the Core Area if Measure H traffic service levels have been attained. The existing scale of the City's pedestrian district is essentially maintained. The bulk of the City's high density residential development will also be contained within the Core.

d. Provide additional housing opportunities for Walnut Creek workers.

The Plan accomplishes this goal by providing opportunities for infill development consistent with densities of surrounding neighborhoods and by creating new opportunities for multi-family development in the Core if Measure H traffic service levels are reached. The primary areas are in the Golden Triangle, on the existing Kaiser parking lot site and south of Mt. Diablo Boulevard near Alpine Road (refer to Core Area land use map).

e. Maintain the City's position as a regional retail and commercial center in a manner consistent with the City's infrastructure constraints.

The City's reputation as a premier office center and regional shopping area is well established. While this development has created long term economic benefits for the City, it has also contributed to the City's traffic congestion. It is the community's intent to carefully balance future commercial development with infrastructure capacity.

f. Emphasize retail commercial development.

Considerable community concern was expressed that there is a sufficient supply of office space in the City and that future commercial development should focus on retail. The Plan emphasizes retail over office development by 1) redesignating several office sites for non-office use; 2) providing adequate Floor Area Ratios (FARs) in selected locations to promote retail development if Measure H traffic standards are attained.

g. Maintain the City's position as a regional arts center.

The City has a long standing commitment to providing the highest quality civic and cultural programs. The Plan reinforces this commitment by incorporating a Cultural Resources Subelement in the Community Resources Element. This subelement embodies the Civic Arts 10 Year Program which stresses continuation and expansion of the City's cultural programs.

h. Expand the present park and open space system.

Conservation of open space and provision of active recreation areas has always been one of the City's high priorities. The Plan continues to support this priority by designating additional sites for parkland and open space.

i. Provide for the special needs of all community residents.

The residents of Walnut Creek are a diverse group with as diverse a range of special needs. The Plan addresses the special housing needs of more moderate income families and the elderly. It considers the need to provide child care for families with two working parents. It proposes programs which assure that the built environment is accessible to disabled persons. It supports the recreational and educational needs of all age groups in the community through the City's leisure services and Civic Arts programs and its support of the Lindsay Museum and the City's historic structures.

j. Ensure an environment free from health and safety hazards.

Awareness of potential hazards to the public health allow for protection of the community. The Plan identifies areas with seismic, flooding, noise and soils problems. It addresses potential hazards from wildfires and transport of hazardous waste. Also included is a discussion about maintaining good air quality.



MEASURE H  
APPROVED NOV. 5, 1985

The people of the City of Walnut Creek find, declare and ordain as follows:

1. Walnut Creek's Traffic Crisis: Facts and Findings.

- (a) The Final Environmental Impact Report for the 1985 Core Area Plan (FEIR) states that, "If no improvements are made to the street system, the traffic volumes added only by those projects which are now under construction will exceed the capacity of the existing streets. This does not include those projects which are approved but not yet under construction." (FEIR, Vol. II. Response to E. Johnston)
- (b) The report further states that the lowest acceptable level of service at intersections is "D". (FEIR, Vol. III, Technical Appendix A-6, p.2) At level "D", drivers may have to wait through more than one red light at an intersection. Level "D" has a Volume to Capacity Ratio range of .80-.89. (Ibid., pg. 7)
- (c) Traffic levels of a Volume to Capacity Ratio higher than .85 pose an immediate threat to the public health, safety and welfare. Traffic volumes at or near road capacity increase the risk of traffic accidents; hinder or block the passage of police cars and emergency vehicles; increase air pollution; discourage people from shopping or doing business in Walnut Creek; and lower the quality of life for Walnut Creek residents.
- (d) Both commercial and residential developments have contributed to the dangerously high traffic levels in Walnut Creek.

2. Building Moratorium to Limit Traffic Congestion

- (a) No buildings or structures shall be built in the City of Walnut Creek unless (1) the AM and PM Peak Hour Volume to Capacity Ratio of all intersections on Ygnacio Valley Road and all intersections within the Core Area along Main Street, Broadway, California Blvd., Mt. Diablo Blvd., Civic Drive and Parkside Drive is .85 or less, and (2) the traffic generated by the proposed building or structure, when such traffic is added to existing and expected traffic volumes, will not increase the AM or PM Peak Hour Volume to Capacity Ratio at any of those intersections above .85. Estimations of expected traffic volumes shall not be reduced on the assumption that there will be more ride-sharing or use of public transit in the future, or on the assumption that some kind of Transportation System Management program or Flex-time program will be followed in future developments.
- (b) Notwithstanding the provisions of Section 2(a) above, buildings or structures which qualify under any of the following categories may be built:
  - (1) Commercial buildings up to 10,000 square feet on a single parcel; or increases in the size of existing commercial buildings to a total size of 10,000 square feet or less; or rebuilding of existing commercial buildings which have been damaged or destroyed;
  - (2) Housing projects up to 30 units on a single parcel in the Core Area and 10 units on a single parcel outside the Core Area, provided that housing built in an existing residential district does not exceed the density allowed by the Zoning Ordinance for that district as of April 26, 1985;

- (3) Parking structures;
  - (4) Senior citizen housing, including housing in the Rossmoor Leisure World Planned Development;
  - (5) Facilities serving the health, safety or welfare of the public, such as hospitals, medical clinics, police or fire stations, and schools;
  - (6) Cultural, recreational or religious facilities;
  - (7) Any residential construction that does not increase the number of permanent housing units on the parcel where the construction takes place, such as remodeling or rebuilding existing housing, or adding or rebuilding accessory structures.
- (c) This ordinance shall apply to all buildings or structures approved but not yet under construction, as well as to all buildings or structures not yet approved as of the date of enactment of this ordinance.
  - (d) Nothing in this ordinance shall prevent the City of Walnut Creek from rezoning any land use district.
  - (e) Definitions. As used herein,
    - (1) the term "parcel" means a single parcel of record on the date of enactment of this ordinance;
    - (2) the term "commercial buildings" includes hotels and motels.
  - (f) Should any part of this ordinance be held invalid, it shall be severable and shall not affect the validity of the remaining parts.



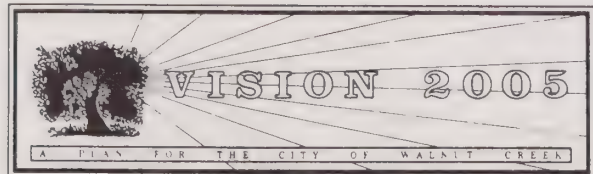
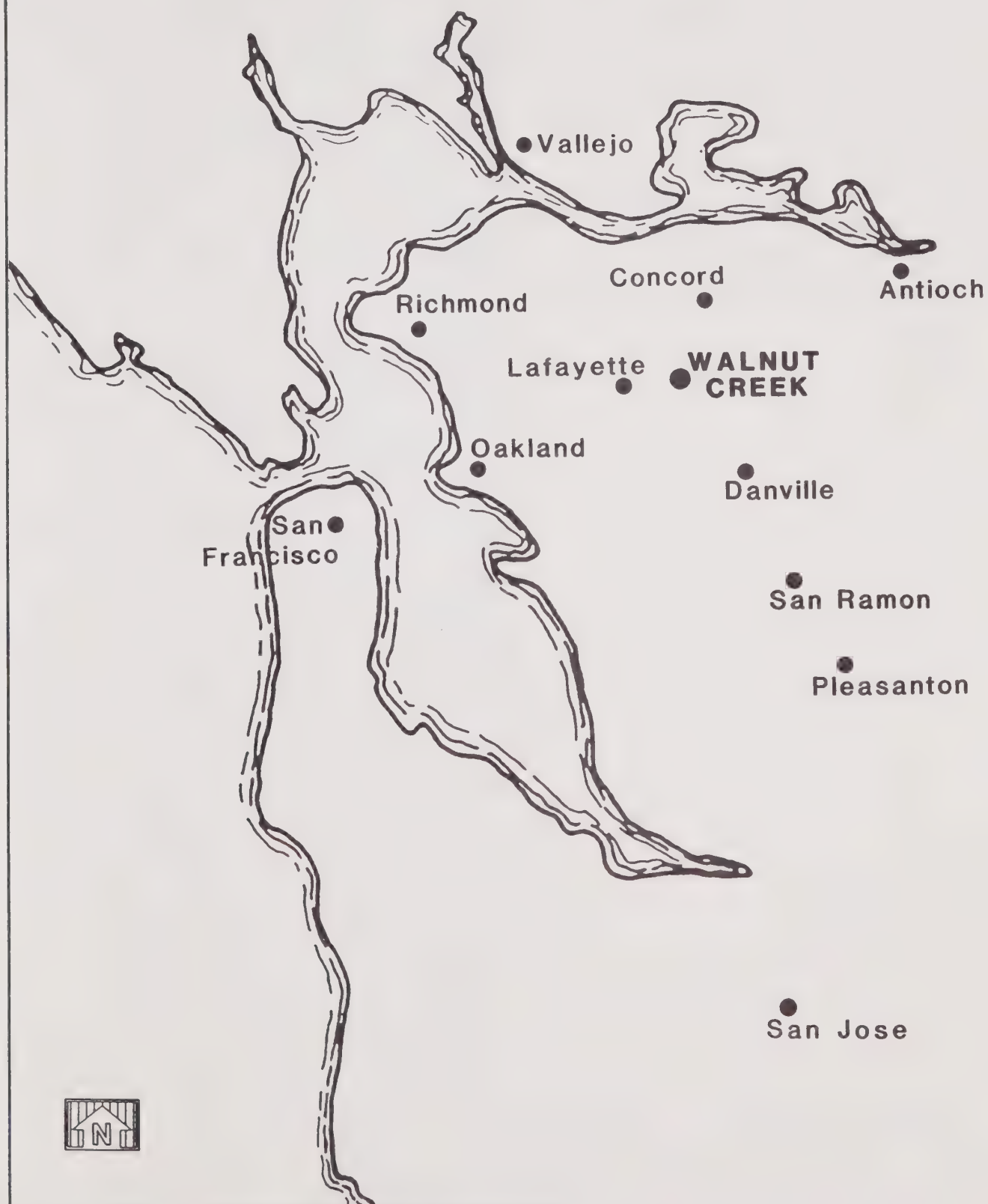
Table 1-1  
Location of Required  
General Plan Elements

| <u>Required Element</u> | <u>Location in the<br/>Walnut Creek General Plan</u> |
|-------------------------|--|
| Land Use                | Community Development Element                        |
| Housing                 | Housing Element                                      |
| Transportation          | Transportation Element                               |
| Conservation            | Community Resources Element                          |
| Open Space              | Community Resources Element                          |
| Public Safety           | Public Safety Element                                |
| Noise                   | Public Safety Element                                |





FIGURE 1-1



## REGIONAL LOCATION MAP

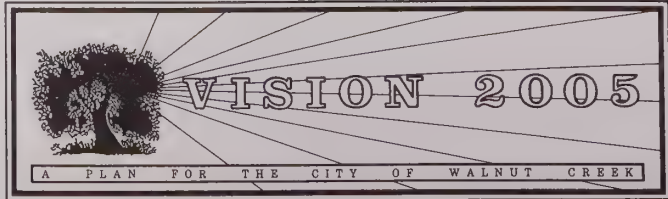
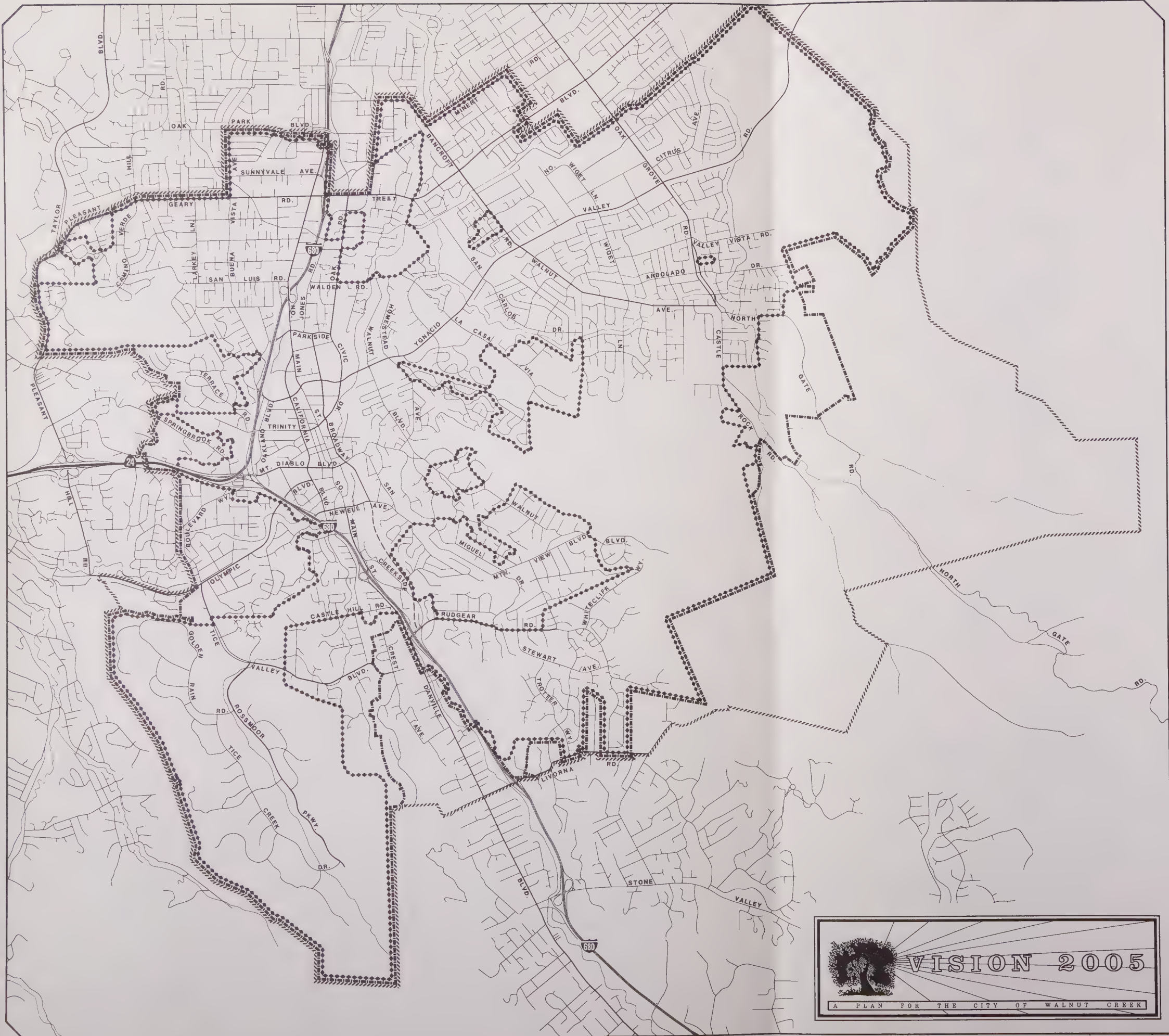




FIGURE 1-2

# PLANNING AREA BOUNDARIES

- ◆◆◆◆◆ CITY LIMIT
- ▬▬▬▬▬ SPHERE OF INFLUENCE
- ▨▨▨▨▨ PLANNING AREA

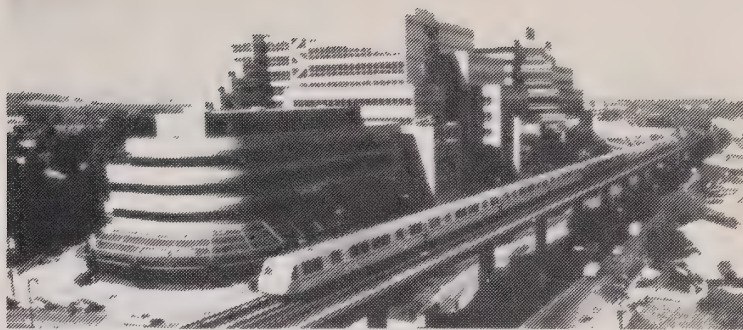








Main Street scene



BART train passing the Golden Triangle



Single family neighborhood

## **CHAPTER 2**

# **Community Development Element**

This element is the equivalent of the state mandated land use element. It has the broadest scope of any of the elements as it specifies the distribution and location of various uses for all land in the General Plan Planning Area.

The element is divided into five subelements:

- Residential
- Commercial
- City Design
- Growth Management
- Regional Planning

Together these subelements create the policy framework for how the City should develop during the lifetime of this Plan. Specifically, the policies provide guidance on the location, density, intensity, appearance and rate of residential and commercial development in the City.







## RESIDENTIAL SUBELEMENT - POLICIES

This component of the Community Development Element describes the parameters for residential development. Its purpose is to identify where residential development should occur and at what density. Residential densities range from one unit per 10 acres to 100 units per acre. These densities are modified by allowable Measure H residential densities until such time as the traffic standards are met. Measure H densities allow a maximum of 30 dwelling units per parcel inside the Core Area, and 10 units per parcel outside the Core Area, regardless of parcel size.

Goals and policies in this subelement are directed toward:

- Continuing the existing locational pattern of residential development
- Concentrating multiple family development in the Core Area
- Preserving existing single family neighborhoods
- Preserving hillside areas
- Providing a range of housing types
- Attain the foregoing goals in a manner which reflects realistic traffic infrastructure limitations

The background section of the subelement describes the general plan land use categories, planning subareas in the City and existing and proposed specific plan areas. Tables are provided which delineate the amount of acreage by general plan categories and buildout of vacant and underutilized parcels under the general plan land use categories. The general plan land use maps are contained in a pocket in the back of the document.

**GOAL:** To strengthen, preserve and enhance the unique identity of the City's neighborhoods.

### Policy 1:

Allow only limited residential development until such time as the capacity of the City's circulation system, as defined by Measure H, is no longer exceeded.

### Program 1.1:

Implement provisions of Measure H prohibiting certain residential development within the City until specified street intersections operate at level of service D ( $V/C = .85$ ) or better during peak periods.

Responsibility: Community Development Department

Policy 2:

Protect and preserve existing single-family neighborhoods, including those within close proximity to the Core Area.

Policy 3:

Preserve hillside areas (areas where the average slope is 15% or greater) by permitting only low density development, encouraging clustering, requiring open space preservation and ensuring the protection of natural features such as heritage quality trees, creeks, knolls, ridgelines and rock outcroppings.

Policy 4:

Allow infill at densities that are consistent with the character of existing neighborhoods, as modified by Measure H residential development standards.

Program 2.2:

Enforce the land use densities as shown on the General Plan maps, as modified by Measure H standards, until such time as traffic standards are attained. (Figures 2-1, 2-1A, 2-2, 2-2A).

Responsibility: Community Development Department

Program 3.1:

Revise the City's Zoning Code to protect hillside areas from excessive development using an approach such as a "floating zone."

Responsibility: Community Development Department

Program 3.2:

Consider developing a more permanent control system for development in hillside areas by: 1) identifying all hillside residential areas; and 2) evaluating the need to reduce General Plan densities and rezone properties to a hillside development zone.

Responsibility: Community Development Department

Program 4.1:

In areas where the zoning is consistent with existing development and Measure H residential standards, continue to encourage development under standard zoning categories to promote compatibility with existing densities.

Responsibility: Community Development Department

Program 4.2:

In infill areas where there are mixed densities, encourage the use of Planned Development Districts to promote innovative design and compatibility with existing densities, if allowable under Measure H.

Responsibility: Community  
Development Department

Policy 5:

Encourage residential development in the Core Area to provide opportunities for people to live close to Core Area employment centers.

Program 5.1:

Rezone areas designated for residential use in the area south of Mt. Diablo Boulevard and on the Kaiser parking lot site.

Responsibility: Community  
Development Department

Program 5.2:

Continue to require office buildings constructed in the Golden Triangle to provide a housing component either on or off site.

Responsibility: Community  
Development Department  
(Also see Program 20.1 in the Housing Element.)

Policy 6:

Locate higher density residential development (22+ units per acre) only in or near the Core Area, or near major office development, retail centers and BART, at such time as Measure H traffic level standards are attained.

Program 6.1:

Within the limitations of Measure H, rezone new residential areas in the Core Area to densities commensurate with the General Plan Map (Figures 2-1, 2-1A, 2-2, 2-2A).

Responsibility: Community  
Development Department



Program 6.2:

After Measure H traffic level standards are attained, utilize the following criteria when considering higher densities (22+ units per acre) in areas surrounding the Core Area:

- a. property is along a major arterial or collector;
- b. property is adjacent to commercial development or other higher density residential developments

Responsibility: Community

Development Department

(Also refer to the City Design Subelement for design criteria for single- and multi-family units; and the Housing Element for policies on senior housing, residential care facilities, and other special housing needs).

Program 6.3:

Allow higher density senior residential development (22+ units per acre) consistent with the Land Use Map, Figure 2-2, as exempted by Measure H.

Responsibility: Community

Development Department

Policy 7:

Strive to maintain the existing 50/50 balance between single family and multiple-family housing.

Program 7.1:

Monitor new residential applications to determine whether additional programs are needed to maintain an appropriate balance between single family and multiple-family housing.

Responsibility: Community Development Department

## COMMERCIAL SUBELEMENT - POLICIES

This component of the Community Development Element establishes general parameters for commercial development. Its purpose is to identify the location and intensity of commercial development throughout the City. The types of commercial development envisioned are General Retail, Pedestrian Retail, Auto Sales and Service, Service Commercial, Office and Business Park. (Refer to Table 2-1 for a full description of each category.)

Measure H establishes a maximum development intensity of 10,000 square feet per parcel for commercial uses. (See Table 2-A.) This maximum level of development governs commercial land use intensity until Measure H traffic service levels are met. At such time as Measure H standards are met the Floor Area Ratio Map (Figure 2-6) will govern commercial land use intensity. If the designated FAR for a commercial site allows less than 10,000 square feet of development, the FAR restriction shall apply.

The goals and policies in this subelement are directed toward:

- Allowing limited commercial development until such time as the capacity of the City's circulation system, as defined by Measure H, is no longer exceeded
- Maintaining Walnut Creek's high quality commercial districts
- Creating a linkage between Main/Locust Streets and Broadway Plaza
- Enhancing and expanding the pedestrian retail area
- Providing opportunities for limited office development
- Increasing the area available for auto sales and service
- Protecting the existing service commercial areas
- Completing the Shadelands Business Park (consistent with Measure H standards)
- Retaining outlying shopping centers for local serving retail

The background section describes the City's overall philosophy toward future commercial development. It also explains Floor Area Ratios (FARs) and how they are applied in the City's commercial districts.

**GOAL 1:** To maintain Walnut Creek's position as a strong, economically viable subregional office and retail shopping center in a manner consistent with the City's infrastructure constraints.

**Policy 1:**  
Foster retail development in the Core Area.

**Program 1.1:**  
Implement the land use maps as shown in the General Plan (Figures 2-1 and 2-2).  
**Responsibility:** Community Development Department

Policy 2:

Maintain and enhance the Downtown Retail District as a pedestrian-oriented shopping area. (Refer to Figure 2-3 for location of the retail district.)

Policy 3:

Discourage uses which would detract from the pedestrian retail focus of the downtown retail district.

Policy 4:

Restrict multi-story office development to the Core Area. (Multi-story is defined as three or more stories.)

Policy 5:

Continue to encourage ground floor, pedestrian-oriented retail uses in multi-story office buildings.

Policy 6:

Retain and promote well-defined automobile sales and service commercial districts outside the primary office/retail core of the City.

Policy 7:

Maintain and enhance the Shadelands Business Park as a low scale administrative, research office center.

Program 2.1:

Within the limitations required by Measure H, consider the recommendations of the downtown enhancement study. (Also see programs in the City Design Subelement)

Responsibility: Community Development Department

Program 3.1:

Review all proposals for consistency with the Pedestrian Retail zone, the General Plan land use maps and the FAR map (Figure 2-6), and Table 2-A.

Responsibility: Community Development Department

Program 4.1:

Enforce height limits according to Figure 2-8 in the City Design Subelement and the Zoning Code.

Responsibility: Community Development Department

Program 5.1:

Review the commercial districts in the Zoning Code to determine if additions or changes are needed to foster ground floor retail.

Responsibility: Community Development Department

Program 6.1:

Consider incentives to facilitate the enhancement, expansion and/or relocation of auto districts in Walnut Creek.

Responsibility: Community Development Department

Program 7.1:

Require new development in Shadelands Business Park to conform to existing scale and development intensity, as modified by Measure H.

Responsibility: Community Development Department



**GOAL 2:** To provide adequate opportunities for local commercial establishments to serve Walnut Creek residents.

**Policy 8:**

Maintain and enhance shopping centers in neighborhood areas as local serving retail centers.

**Policy 9:**

Protect and enhance service commercial uses along North Main Street north of the I-680 freeway interchange.

**Program 8.1:**

Review the Zoning Code for this district to ensure allowed uses are compatible with this policy.

**Responsibility:** Community Development Department

**Program 9.1:**

Review the Zoning Code for this area to ensure the inclusion of desired uses.

**Responsibility:** Community Development Department

TABLE 2-A

COMMERCIAL DEVELOPMENT INTENSITIES

The following intensities shall apply until Measure H traffic level standards are met:

| <u>Land Use</u>        | <u>Maximum Commercial<br/>Development Intensity</u>  |
|------------------------|--|
| General Retail         | <ol style="list-style-type: none"> <li>1. Commercial development up to 10,000 square feet on a single parcel; or 10,000 square feet per parcel, when the allotment for contiguous parcels is aggregated into one or more buildings on a site; or additions to existing commercial buildings where the total site development would not exceed 10,000 square feet per parcel; or the reconstruction of existing buildings which have been damaged or destroyed to the original square footage.</li> <li>2. Parking structures shall not be included in calculations of commercial development intensity.</li> </ol> |
| Pedestrian Retail      |  |
| Auto Sales and Service |  |
| Service Commercial     |  |
| Office                 |  |
| Mixed Use              |  |
| Business Park          |  |

## RESIDENTIAL AND COMMERCIAL DEVELOPMENT SUBELEMENTS - BACKGROUND

### A. LAND USE CATEGORIES

The General Plan land use maps depict 18 different categories of uses within the planning area. (See Figures 2-1 and 2-2). The categories are defined in Table 2-1, along with allowable dwelling unit, population densities and building intensities. The definitions are intended to provide a broad description of desirable uses; the zoning code should be consulted to determine specific refined allowable uses and densities. Table 2-2 delineates the amount of acreage in each land use category. Table 2-3 delineates the buildout potential of vacant and underutilized parcels, by land use category without Measure H traffic level standards restrictions. This buildout potential could only be realized if Measure H traffic level standards were attained. Until Measure H traffic level standards are attained, refer to Figures 2-1A and 2-2A for restrictions on development.

It should be emphasized that although residential densities are expressed in ranges, there is no guarantee that the high end of the range can be achieved. Rezoning development to achieve the maximum end of the range can only occur under optimum design and site planning conditions. Of utmost importance is compatibility with the surrounding neighborhood. Rezoning which are consistent with Measure H must be approved by the Planning Commission and/or the City Council.

### B. GENERAL PLAN HOLDING CAPACITY

Holding capacity is defined as the ultimate size of a community if all land uses on the General Plan map built out. This does not imply that all the uses will build out, only that based on the density allowed, the Plan has the potential to build out to a certain number of people, units, square footage and jobs. Many factors affect the rate of development; in Walnut Creek the strongest moderating influence on the rate of growth over the life of the Plan will be its growth Management System including Measure H. Holding capacity does not imply that build out will occur during the lifetime of this plan. It is a theoretical number primarily used as a planning tool.

Holding capacity is calculated as a total of existing plus potential development. Potential development includes development on vacant lands, pipeline projects (those projects which are in the approval process but not yet built) and development on underutilized parcels (parcels with existing development but having capacity for additional development.) (See Table 2-3 for development potential of vacant and underutilized parcels).



In calculating potential commercial buildout, a figure of 1.5 million square feet of commercial development was assumed over the 16 year life of the plan. This considers the probable buildout under the Growth Management System. Measure H limits commercial development to 10,000 sq. ft. per parcel until traffic standards are met. Total commercial development under the Growth Management System in this plan is limited to 1.5 million square feet between 1989 and 2005.

If Measure H traffic level standards are attained, certain other provisions of the Growth Management System will be activated. At that time the amount of commercial development which has been approved since August 8, 1989 will be subtracted from the 1.5 million sq. ft. cap. The amount of remaining square footage will be allocated over the remaining life of the Plan.

In calculating the residential holding capacity for the Walnut Creek planning area, the midpoint of allowable residential density ranges was used. This number was based on a review of how the City developed under the previous general plan. For the most part, projects were constructed at the lower end of the density range. The midpoint range was selected because developable land will be less available over time and projects will have to achieve somewhat greater densities to make them economically feasible. (See Table 2-4 for density standards.)

Measure H restrictions for residential development will, in some areas, result in a lower buildout than the residential land use densities shown in Figures 2-1, 2-2. However, residential developments for seniors (aged 55 years or older for developments over 150 units; aged 62 years or older for developments less than 150 units) are exempt from Measure H residential development restrictions. Therefore, it was assumed for purposes of buildout calculation that the number of units which would be allowed beyond Measure H restrictions will be legally restricted to occupation by seniors.

The holding capacity of the Walnut Creek General Plan is shown in Table 2-5. These numbers represent the theoretical buildout over the 16 year life span of the general plan. The table indicates that if all incorporated residential land in Walnut Creek were to build out an additional 4,000 units would be created, bringing the total to approximately 37,000 housing units and 82,000 persons (existing plus theoretical buildout). This estimate reflects the assumptions that projects are built at the midpoint density range, vacancy rates average 5% and household size averages 2.2 persons per household, as well as the assumption of senior occupancy described above.

If all employment generating land uses in the incorporated area were to build out, about 8.6 million square feet of commercial uses would be added, bringing the total to approximately 24 million square feet (existing plus theoretical buildout). This translates into approximately 74,000 total jobs (existing plus future) in Year 2005. These estimates assume an average vacancy rate of 10% and employee densities (sq. ft. per employee) similar to what they are today (Table 2-4).

These calculations represent the amount of commercial growth possible, without the cap that is established in the Growth Management System contained in this General Plan (refer to the Growth Management Subelement). This system limits commercial growth in the City to 1.5 million square feet or less over the life of the Plan (Year 2005). This amount of commercial development is substantially less than the amount that could be developed under theoretical buildout of the Plan - approximately 83% less. The amount of residential development is assumed to remain the same under the Growth Management System with or without Measure H.

### C. RESIDENTIAL DEVELOPMENT

A comparison between the number of housing units within the City limits today (1988) and under buildout of the General Plan shows an increase of approximately 6,100 units (excludes approximately 1,600 pipeline units, i.e. units which are approved but not yet completed.)

| <u>Number of Units</u> |                          |                          |                 |              |
|------------------------|--------------------------|--------------------------|-----------------|--------------|
| <u>Year</u>            | <u>Single<br/>Family</u> | <u>Multi-<br/>family</u> | <u>Rossmoor</u> | <u>Total</u> |
| 1988 (existing)        | 14,800                   | 8,600                    | 5,600           | 29,000*      |
| 2005 (future)          | 16,600                   | 11,500                   | 6,900           | 35,100       |
| Increase               | 1,800                    | 2,900                    | 1,300           | 6,100        |

\* Figures from Department of Finance.  
Refer to Table 2-3 for complete buildout figures.

Although the Plan provides additional opportunities for single and multi-family development, whether or not the units are actually built depends on a number of factors over which the City has no control, such as economic and market conditions. Historically, the City has added an average of 290 units per year since 1980, excluding annexations. If that rate were maintained over the life of this plan, approximately 4,600 units would be built. (Refer to the Background Section Part II of the Housing Element for exact number of units added per year since 1980. This is a separate document available from the Community Development Department - Planning Division.)

In the past, the City's outlying areas have developed as single family residential neighborhoods while the Core Area supports the majority of the community's high density multi-family housing. This locational pattern is maintained in the 1989 General Plan.

The mix of single family to multi-family units created by the 1989 Plan shows there will be slight increase (5%) in the percentage of multi-family dwellings.

Percentage of Units

|                     | <u>Single<br/>Family</u> | <u>Multi-<br/>family</u> | <u>Rossmoor</u> |
|---------------------|--------------------------|--------------------------|-----------------|
| 1970<br>existing    | 45%                      | 32%                      | 23%             |
| 1988<br>existing    | 51%                      | 30%                      | 19%             |
| 2005<br>GP buildout | 46%                      | 35%                      | 19%             |

The Plan proposes two areas for multi-family development that were not shown in previous plans: the Kaiser parking lot (located at Newell and Broadway) and an area south of Mt. Diablo near Alpine Road. These areas were formerly designated for office/retail development but because of their proximity to downtown shopping and employment centers, they are considered excellent locations for higher density housing (22-30 du/ac). The type of housing envisioned for these areas would be multi-story with open interior plazas.

In addition to these areas, higher density housing is also encouraged in the Golden Triangle through the mixed use land use designation. This is consistent with current city policy to promote housing development in this section of the Core Area. It is recognized that the potential for large amounts of this type of housing is limited by land availability and market economics.

#### D. COMMERCIAL DEVELOPMENT

Currently, there are approximately 14 million square feet of commercial development in Walnut Creek, excluding pipeline projects. About 60% (8.7 million square feet) is located in the Core. The General Plan could provide for an additional 8.7 million square feet of commercial development - 5 million retail and 3.7 million office without applying growth management restrictions. This assumes that every vacant and underutilized parcel would build to the maximum FAR permitted, a purely theoretical situation.

The commercial development potential of the plan is limited by Measure H. If Measure H traffic level standards are attained the commercial development potential of the Plan is governed by other components of the Plan's Growth Management System. Under this system, 1.5 million square feet of commercial development would be allowed to develop over the life of the Plan.



Vacant commercial land in the City is limited. Approximately 7 acres remain in the Core and 27 acres outside the Core. Because of this limited supply, it is expected that a substantial portion of future commercial development will occur on underutilized parcels; i.e. parcels which are currently underdeveloped based on general plan land use and intensity standards.

The pattern of commercial development within the City is well established. Areas outside the Core are generally low intensity (3 stories or less) and neighborhood serving, with the exception of the Shadelands business park. Within the Core, the highest intensity office development is situated in the Golden Triangle and on Mt. Diablo Boulevard. Retail activity is centered along Main/Locust Streets and in Broadway Plaza. (Refer to following Subareas discussion for additional information on the City's commercial areas.)

One of the intentions of this Plan is to essentially maintain the present pattern of commercial development within the constraints posed by traffic infrastructure limitations. Virtually no change in current patterns is anticipated for areas outside the Core. Within the Core there are several changes from the previous plan. From a policy perspective, the most important shift concerns the type of commercial development. This Plan is oriented towards enhancement of the City's retail areas, in contrast to past plans which placed greater emphasis on office development. This orientation is expressed through policies in the Commercial and City Design Subelements and with the use of higher floor area ratios (FARs) in some pedestrian retail areas to promote expansion of retail development. In most cases, the FARs could only be attained if Measure H traffic level standards are achieved. This shift in policy is partially in response to resident concerns that there is a more than sufficient supply of office space in the City. It is also a response to the findings of the economic study prepared during the General Plan update, which indicate a deep market potential for future retail in the community. ("Jobs and Market Analysis Study for the General Plan Update." Prepared by Economic and Planning Systems, July 1988. Available from the Community Development Department.)

Future office development is concentrated in the Broadway Triangle. The FARs in this area are moderate to low to promote buildings that are compatible with the existing scale and character of the Broadway Triangle. In the short term, the FARs may not be attained because development will be subject to the standards of Measure H until the traffic level standards are attained.

The Mixed Use land use category is only applied to the Golden Triangle area. This designation recognizes that the predominate use will be offices with ground floor retail or high density housing with ground floor retail. Office developments wishing to locate in the Golden Triangle area are to provide on or off-site housing.

In addition to the restrictions established by Measure H, the Plan regulates intensities for future commercial development by three mechanisms - floor area ratios (FARs), height and setbacks. The latter two are discussed in the City Design Subelement. Floor area ratio is defined as the ratio of developed building floor area to net lot area, both expressed in square feet. For example, the FAR of a 5,000 square foot building on a 10,000 square foot lot is 0.5. (Refer to Figure 2-7 for an illustration of various FARs.)

Net lot area is calculated as the gross lot area minus that portion required for public improvements (roadway and right-of-way dedications). Developed building floor area, or gross floor area, is defined as the total area of all floors in a building as measured to the outside surfaces of exterior walls or to the center line of common walls, excluding crawl spaces, garages, carports, breezeways, attics without floors, open porches, balconies and terraces. Areas designated for parking, either under or adjacent to the building, or on the open surface of the lot, are not included as gross floor area when calculating the floor area ratio. Development proposals which incorporate several parcels can have individual buildings that exceed the underlying FAR if such buildings are part of a master P.D. zone and the overall development cumulatively meets the required FAR.

Figure 2-6 identifies the FARs for commercial development within the Core Area. While, in many cases, these FARs will not be attainable until Measure H traffic level standards are met they establish a maximum that cannot be exceeded. Figure 2-7 illustrates different FARs to give the reader a sense of how they would look on the ground. If an existing commercial structure is destroyed, a new structure with an equal floor area ratio could be constructed, regardless of the designated FAR. FARs for commercial land uses outside the Core are listed below. These FARs essentially represent the scale of existing development and they are in keeping with city policy to concentrate higher intensity office development within the Core Area.

|                    |        |
|--------------------|--------|
| General Retail     | .6 FAR |
| Office             | .5 FAR |
| Business Park      | .3 FAR |
| Service Commercial | .3 FAR |

The FARs shown in Figure 2-6 represent the maximum permitted unless a bonus is granted. Bonuses may be considered for projects which include exemplary public amenities or meet other selected city goals as part of the project design. A system for determining the conditions under which a project qualifies for a bonus will be developed by the Community Development Department if Measure H traffic level standards are attained (see Program 3.2 in the City Design Subelement). Two areas were designated for FAR bonuses as part of the general plan update (see asteriked areas (\*) on Figure 2-6): a) the two block area bounded by Mt. Diablo on the north, California Boulevard on the west, Main Street on the east and Olympic Boulevard on the south has a base FAR of 1.0 with a bonus of .5 FAR; and b) the two block area bounded by Olympic Boulevard on the north, California Boulevard on the



west, Main Street on the east and the creek (Walnut Creek) on the south has a base FAR of .75 and a bonus of .25 FAR. These bonuses are not guaranteed; any project proposed in these areas would have to meet the established criteria before receiving an FAR bonus.

## E. PLANNING SUBAREAS

The City is comprised of ten distinct "neighborhoods" or subareas (refer to Figure 2-4). Each area has a special character imparted by building type and style, the amount and maturity of surrounding vegetation, natural topography and the prevailing roadway system. A summary description of each area's character and the City's intentions for the future is provided below.

1. Ygnacio Valley. This area encompasses a large segment of the City's suburban residential development. Three local serving shopping centers and one major employment center (Shadelands) are located within the subarea. The City's 100 acre community park (Heather Farms) creates a focal point for the area and is linked to the surrounding residential neighborhoods via the region's bikeway system.

The overall scale is typical suburban - wide tree lined streets, one and two story homes with well landscaped front yards. There are pockets of high density housing, primarily along Ygnacio Valley Road, Bancroft Road and Treat Boulevard.

The John Muir Hospital campus comprises 17 acres on La Casa Via. A planned development zoning (P-D) was adopted for hospital uses in 1986. A limited number of medical office buildings have been constructed in the areas adjacent to the hospital. John Muir owns the property on either side of La Casa Court; however, this land is designated for single family low (1-3 du/ac). The hospital has expressed interest in developing this parcel for a senior care/rehabilitation facility; however a general plan amendment would be required to permit this type of development. A major concern with development in this area is intrusion into the existing rural residential neighborhood to the east of the John Muir property. The area presently consists of large residential lots nestled in a beautiful valley. Strong neighborhood opposition was voiced during the general plan hearings against non-residential development in the vicinity of this special neighborhood.

The far eastern and northeastern sectors of the Ygnacio Valley Subarea is comprised of the foothills of Lime Ridge. Any development in the areas adjacent to existing or potential Lime Ridge open space and lands in agricultural preserve will be carefully controlled and limited to low-density, single-family residential development, to preserve the integrity of the Lime Ridge Open Space Area and ridgeline views.



Except for some development potential in the foothill areas, almost no change is anticipated for most of the Ygnacio Valley area. The few vacant lots are expected to build out at densities similar to those of the existing neighborhoods. The suburban style and character will be sustained through land use policies and zoning.

2. Las Lomas. This subarea is characterized by a wide range of residential densities. It includes the Lakewood area which has been subdivided with narrow streets and many irregular lots. The area developed in the County with minimum setbacks on some properties due to the hilly topography. It is difficult for property owners to comply with the development standards in the City's zoning categories imposed after the area annexed to the City. Variances are often necessary to assure the intended use of these properties.

The central portion of this subarea has developed as medium density, single family neighborhoods. There may be potential for some infill development within this area and some lot splits of larger parcels. These are anticipated to build out at the same densities as adjacent existing neighborhoods, if consistent with Measure H standards.

Low and medium density multiple family development is located along Ygnacio Valley Road as well as adjacent to the Core Area along the western edge of this subarea. This western edge also provides an area of medical offices along San Miguel Drive. A low density, multiple family transition area between these offices and lower density, single family development to the south is anticipated. This southern area includes Walnut Heights, which is unincorporated. The Walnut Heights neighborhood, developed to County street standards, exudes a rural ambiance. Annexation attempts of these neighborhoods have failed and it is likely that future development in this pocket will occur in the County.

The Los Lomas Subarea also contains the Mt. Diablo Unitarian Church. The church property consists of some 14 acres; only a portion of this land is currently developed. The church directors have indicated a desire to develop a senior housing facility on the property. Although the surrounding neighborhood is predominantly single family, such a facility would be considered as an alternate use on the Unitarian Church properties. The exact language was carried forward from the previous (1971) General Plan and is as follows:

"Senior citizen housing can be considered as an alternate use on the properties adjacent to the Unitarian Church on Eckley Lane. Development proposals for senior housing on this site should be processed subject to public hearing, allowing the opportunity to consider a proposed project as to its appropriateness for the site. Consideration should be given to compatibility with surrounding uses, density, parking and design".

3. **Rudgear.** Development in this southeast subarea of the City has been clustered to preserve the hillsides and ridges. The area contains significant public open space to the east and west. There are a few large developable parcels remaining in the Rudgear area. The residential density for this area is single family low, 1-3 units per acre. If development occurs on these parcels it will result in low density single family homes that will be compatible with the surrounding area since the density reflects adjacent neighborhoods.
4. **Castle Hill.** This older single family residential area on the southwest side of I-680 was developed in the County and a major portion is still unincorporated. The Crest Avenue area is outside the City's sphere of influence. Development is primarily characterized by large lot, older single family homes, although areas near South Main Street have been subdivided into 8,000 square foot parcels. Some potential exists for minor subdivision of large lots in the area but this more rural area is not expected to change in any significant way in the future.
5. **Rossmoor** is a well known enclave providing housing for a substantial portion of Walnut Creek's senior citizens. Approximately 19% of the City's dwelling units and 15% of its population are located in Rossmoor.

Future development in Rossmoor is governed by a previously adopted Master Plan which permits approximately 1,300 additional units to be built over the life of the plan. In addition to these new units, it is expected that some upgrading of existing dwellings may occur over the next 16 years. The 1989 Plan simply accommodates the development potential in Rossmoor by assigning an appropriate land use density category that permits the intended level of development.

In January, 1989, UDC Homes submitted a proposal to construct 330 condominiums under the approved Master Plan. The project proposal raised substantial public concern over the potential environmental effects of the proposal. At this time it is uncertain what, if any, effect environmental concerns will have on the total number of units that will eventually be constructed in Rossmoor.

The approved residential development on the former Del Valle High School site, is anticipated to be completed within the time horizon of this General Plan. The area has been master planned for additional congregate living and skilled nursing facilities. Also anticipated are approximately 200 senior citizen apartments and reuse of the old school buildings for public or private community facilities.

6. **Saranap** is an older, mixed residential/commercial neighborhood located on the City's western edge. Most of the area is in the County but a small residential area on the northeast edge is within the City limits. This residential enclave is characterized by older single family homes nestled along rural type streets with no sidewalks or gutters. There is also a small two block commercial area to the north under the freeway that provides limited services to area residents.



The City's General Plan recommends that the residential portion of Saranap within the City remain single family to preserve the City's moderate cost housing stock.

7. Northwest Walnut Creek contains a mix of strip commercial, multi- and single family homes - some older and some more recently constructed. Many single family homes are located on large lots. The City's greatest concentration of moderate cost housing is located here.

Many streets lack sidewalks and gutters. Intensification has occurred in some areas, primarily along Geary Road and Buena Vista Avenue. A City community park, Larkey Park, provides a focal point for surrounding neighborhoods.

There has been much discussion about encouraging the strip commercial along North Main to transition to auto sales or other more intensive commercial uses and intensifying neighborhoods to provide additional housing opportunities. Except for a few areas, the 1989 Plan promotes continuation of existing residential and commercial land use patterns, allowing for some additional residential development on underutilized parcels at a scale compatible with the surrounding areas. Areas where some residential intensification is encouraged are along Geary Road (reflecting a previously adopted Specific Plan), and the southern end of Overlook Drive near I-680.

The Plan's commercial land use designations in this subarea are intended to maintain the much needed service commercial establishments now provided. The Camino Diablo area is envisioned to transition to an office area following the pattern established along the eastern portion of that roadway. The former Co-op site has been designated "general retail" to promote its rehabilitation as a local serving retail center.

8. Oak Road. This multiple family residential area along Oak Road has developed within the City on the west side and is currently redeveloping in the County along the east side. There are some remaining single family parcels here; however, it is expected that most of the area will redevelop to multiple family densities within the time horizon of this plan. The Walnut Creek Plan identifies the southwest corner as single family, thus preserving the low density residential units currently in this portion of the subarea.
9. Homestead, Cherry Lane. This large lot, rural residential area close to the downtown Core, is unique and should be preserved. With the exception of a multiple family area on Ygnacio Valley Road and another east of the Southern Pacific right-of-way, the remainder of this neighborhood is characterized by older homes with significant setbacks, mature vegetation and streets designed to County standards.



The Ygnacio Court area is the only portion where some change may occur. The five lots fronting on Ygnacio have been designated for office development. The intent is to allow office uses in the existing structures, thus maintaining the residential character of the area yet allowing the establishment of more viable uses.

10. Core Area. Considered the hub of the City, this is where most of the future development will occur, consistent with Measure H. Because major portions of the area developed at different times, it is characterized by both urban and suburban features. Within the Core are several subareas, each of which imparts a certain character to the Core.

- a. The Golden Triangle is the City's most urban area, and is distinguished by its sleek high rise office buildings and the elevated BART tracks. Most of the major development in this area occurred in the early eighties but there are a few pockets where some additional development can occur, primarily along Riviera Avenue.

The Plan anticipates some continued development in this area. The mixed use land use category is intended to promote apartments and condominiums to create a living/working environment in this sector of the City.

Proposals for the BART Station have been considered in the past but the City presently does not support development on the BART site. In the future if a development proposal comes forth it would require a general plan amendment.

Pedestrian linkage to the BART Station area is highly desired. This will be created by enhancing building facades, encouraging retail on the ground floor of office buildings and installing attractive landscaping and street furniture along desired pedestrian pathways.

- b. The Broadway Triangle is presently characterized by a mixture of low scale service commercial uses surrounded on the periphery by moderate scale office buildings (4-5 stories), auto sales and services and general retail uses. The previous plan (1971) permitted retail and/or office at the option of the landowner. Under the 1989 Plan, general retail commercial development is indicated for specific areas in addition to office uses. The retail uses envisioned would complement but not detract from the pedestrian retail uses located along Main and Locust streets.

Currently there are auto sales and service uses in the Broadway Triangle. In the future auto sales will be permitted with a use permit but auto service uses will not be permitted unless associated with an auto sales facility.

- c. The Main/Locust Street area between Civic Drive and Mt. Diablo Boulevard captures, better than any other section of the City, the flavor of "old" Walnut Creek. The area is typified by narrow streets, outdoor cafes and eating areas, street level retail shops, attractive streetside landscaping and a considerable amount of pedestrian activity. One of the City's community parks is located on the east side (Civic Park), providing a respite from the more urban activity in the downtown. The new Regional Center for the Performing Arts marks the western boundary of the Main/Locust Street area.

This General Plan envisions the continuance and enhancement of the small scale pedestrian orientation which characterizes the Main/Locust Street area. The City's commitment to this goal is reflected by the policies in the Commercial and City Design sections of the Community Development Element. The market study conducted during the General Plan update (available at the Community Development Department) clearly identified the Main/Locust Street area as having great potential for becoming a more lively, economically vital retail area. A study was undertaken by the City (the Downtown Enhancement Study) which identified specific economic and design strategies to enhance the existing mix of uses and create a connection with the City's regional serving Broadway Plaza Shopping Center. Some of these strategies will be postponed until such time as Measure H traffic level standards may be attained.

- d. The Almond/Shuey area is a unique living environment due to the concentration of single family homes located within walking distance to downtown shops and offices. This area provides much needed single family housing for persons who are just entering the housing market and others who want to live close to downtown.

Because of the unique housing opportunity this area provides, it is the City's goal to maintain the area as it currently exists. The 1989 plan does designate the area in the 6-14 du/ac category but this simply reflects the density of the existing area. No major intensification is contemplated for the area although some additional duplex units could be built, if consistent with Measure H.

- e. The Mt. Diablo/Newell/Broadway Plaza area encompasses a diverse mix of uses including auto accessed retail centers, multi-family housing and the recently upgraded Broadway Plaza Shopping Center. Portions of this area exhibit potential for rehabilitation and upgrading. Some of this activity is already occurring as evidenced by the multi-unit residential development in the Alma Avenue area and the upgrading of several of the older retail strip centers.



The 1989 Plan capitalizes on the possibility for revitalization in the Diablo/Newell area by providing higher FAR's and multi-unit densities in selected locations. These densities will not be attainable until Measure H traffic level standards are met. The greatest opportunity is south of Mt. Diablo Boulevard between California and Main Street. The Downtown Retail Specific Plan will address what type of retail is most appropriate for this area. The City is particularly concerned that any major retail development in this area not detract from Broadway Plaza or downtown (Main and Locust Streets).

- f. North Main/Pine Streets. Assuring adequate availability of land for automotive sales and service in Walnut Creek has been an issue for many years. This General Plan slightly enlarges the auto sales area southward, in the vicinity of Central Drive. This area was previously shown as Office and Retail Commercial.
- g. South Main Street The Las Lomas High School property comprises a large segment of the commercial area between South Main Street and the Southern Pacific right-of-way. General Retail uses currently exist on the Main Street frontage. San Ramon Creek is visually blocked in this area and the greenway which begins at Creekside Drive is interrupted here. If development is proposed along the creek, easements should be required to maintain pedestrian access. As a long term goal, the City will attempt to acquire, whenever possible, properties which block view access to the creek. Improvements could then be demolished to provide continuous visual linkages to the creek. The Kaiser Hospital expansion will upgrade properties west of South Main Street and allow Kaiser to centralize their services.

## F. SPECIFIC PLAN AREAS

During the course of the General Plan update, several areas were identified that will require special planning treatment to create the desired mix of land uses. The best vehicle for this type of detailed planning is the specific plan process. In the past the City has used this process for a number of areas (See Figure 2-5).

Specific plans are governed by State law (Government Code Section 65455). They provide more detail than a general plan but must be consistent with its goals and policies. Specific plans provide concrete development standards and design criteria for a development area. The text and diagrams establish the necessary infrastructure, facilities, land uses and open space.

Two new areas have been targeted for specific plans: the Downtown Retail District and Mt. Diablo West (See Figure 2-5). Identification of these areas does not limit the possibility for other areas to develop under the specific plan process. The intent is to alert the development community to the need for a specific plan in these selected areas.



A description of existing and proposed specific plan areas is provided below:

Existing Specific Plans

SP-1: La Casa Via

Resolution No. 2541 adopted June 1, 1970  
Amended by Resolution No. 2949, March 12, 1973

Purpose: The specific plan conditions ensure the maintenance of the area's rural character. Conditions designate appropriate residential density and roadway requirements, establish a large natural preserve area, and prevent development or landscaping on two knolls while restricting development on a third knoll.

SP-2: Shadelands

Resolution No. 2686 adopted August 16, 1971  
Amended by Resolution No. 3195, November 4, 1974

Purpose: The specific plan establishes the Shadelands Administrative, Professional, Research District conditions which include street requirements and improved access to the area.

SP-3: La Casa Via (Shell Ridge)

Resolution No. 3327 adopted October 22, 1975

Purpose: This specific plan was prepared in compliance with the City's Open Space Action Program which recommends specific plans for those areas adjacent to open space lands that are likely to be developed. It retains the rural character of the area by preserving scenic and natural features for the portion of Shell Ridge which lies between the area governed by Specific Plan No. 1 and City-owned open space. The plan calls for the designation of two natural preserve areas including a knoll protected in part by Specific Plan No. 1. The second preserve includes the sides and top of Shell Ridge.

SP-4: Walnut Boulevard/Whitecliff Way

Resolution No. 3393 adopted June 7, 1976

Purpose: This specific plan was prepared in compliance with the City's Open Space Action Program. Conditions designate appropriate densities for residential development, ensure public access to open space, preserve important natural features, and guarantee that the development of this area is compatible with surrounding neighborhoods.

SP-5: Bridle Lane

Resolution No. 3304 adopted August 13, 1975  
Amended by Resolution No. 4104, October 13, 1981

Purpose: This specific plan was developed to comply with the recommendations of the Open Space Action Program. Conditions limit the number of residential units, preserve certain trees, and establish a natural preserve area.

SP-6: La Casa Via

Resolution No. 3743 adopted July 18, 1978.

Purpose: This specific plan, developed to comply with the recommendations of the Open Space Action Program, limits residential density, allows density exceptions with the provision of substantial amenities, and requires drainage fees for the area.

SP-7: South Newell Area

Resolution No. 1831 adopted August 9, 1978  
Amended by Resolution No. 3778, October 3, 1978

Purpose: This specific plan was developed to comply with Core Area Plan and General Plan Housing Element recommendations. It warrants proper treatment of this area due to its unique natural features including San Ramon Creek, tree stands, and a knoll. Conditions include the maintenance of the area's natural condition, pedestrian access, access aggregation, height restrictions, and the encouragement of retail and multifamily residential uses.

SP-8: Geary Road/Hall Lane.

Resolution No. 3995 adopted September 16, 1980

Purpose: This plan was developed to ensure that future development in the area would be compatible with existing neighborhood character. Conditions include parcel aggregation, density restrictions, development standards, building height restrictions, and other requirements which would prevent future development from exacerbating existing traffic, parking and off-site drainage and sewage conditions.

SP-9: Alma Avenue

Resolution No. 4487 adopted February 5, 1985

Purpose: The Alma Avenue plan was developed to provide housing in close proximity to retail and commercial areas in the Core Area. It establishes high density residential, office commercial, and retail commercial development guidelines through flexible land use and circulation elements. A special feature of the specific plan is a two acre public park area.

### Proposed Specific Plans

#### Downtown Retail District

Purpose: This district encompasses the largest concentrated retail zone in the City. It includes three interrelated subareas: the Main/Locust Street retail area, the Broadway Plaza Shopping Center, and the four blocks south of Mt. Diablo between Main Street and California Boulevard. Together these areas are meant to provide an attractive retail district for shoppers traveling from store to store on foot in the Core Area.

The City is fortunate to have an attractive and lively "Main Street" area adjacent to the successful Broadway Plaza center. One of the goals of the specific area plan will be to identify ways the Main/Locust Street area can entice some of those shoppers across the "barrier" of Mt. Diablo Boulevard. A second goal will be to develop a comprehensive parking and circulation plan for the area; lack of adequate parking and traffic congestion are considered the two greatest drawbacks by shoppers. The third goal is to clarify the kind of development that should occur on the pedestrian retail blocks south of Mt. Diablo Boulevard so that they are an integrated part of the Downtown Retail District.

#### Mt. Diablo West

Purpose: This area encompasses properties along Mt. Diablo between California and the I-680 freeway. This area has been the subject of much discussion over the years. Consensus on how the area should develop has been difficult to achieve given the variety of existing uses, its proximity to the freeway, its location along one of the City's major entryways and the opposition by local business owners to improving Mt. Diablo Boulevard. Implementation of a specific plan would enable the City to clarify the issues and develop a realistic development scheme for the area.

### **G. REDEVELOPMENT AREAS**

The City currently has two redevelopment areas -- Mt. Diablo and South Broadway. Redevelopment plans were prepared in accordance with the Community Redevelopment Law and contain similar objectives: eliminating blight, removing impediments to land development, removing obsolete and inappropriately designed buildings and achieving desired changes in land use. These plans provide the framework for restoring the economic and social health of projects and their environs through joint public/private actions.



1. Mt. Diablo Redevelopment Area

Ordinance No. 1237 adopted December 16, 1974  
Amended by Ordinance No. 1533 adopted April 20, 1982

Purpose: This redevelopment plan designates guidelines and implementation procedures for retail, office and service commercial uses in the area. Its purpose is to remedy problems with parking supply, building orientation, roadway right-of-ways, and inappropriate building use.

2. South Broadway Redevelopment Area

Ordinance No. 1088 adopted October 4, 1971. Amended by Ordinance No. 1161 adopted January 15, 1973 and by Ordinance No. 1202 adopted February 19, 1974

Purpose: This plan was developed to help remedy conditions of blight which include inappropriate uses of buildings and structures, underutilization of land and irregular form and shape of parcels for proper utilization and development.

TABLE 2-1  
GENERAL PLAN LAND USE CATEGORIES  
Residential<sup>1</sup>

| <u>Land Use</u>  | <u>Description</u>   |
|--|--|
| Single Family Very Low<br>0.1 - 1 du/ac<br>2.9 persons/unit*<br>(SFVL) | Located in outlying areas. Intended as a transition between open space or agricultural preserve areas and low density single family development. Also intended to preserve hillside areas, as defined by the Hillside/Ridgeline Ordinance.   |
|  | Development under this category is typically large lot, single family homes. Maintaining crops, livestock, orchards, stables or other farming activities for commercial purposes may be permitted, depending on such impacts as proximity to adjacent development, noise, traffic and odors. Clustering is encouraged in hillside/ridgeline areas. |
| Single Family Low<br>1 - 3 du/ac<br>2.9 persons/unit<br>(SFL)          | Intended as a transition between the typical single family neighborhood and outlying rural residential areas. Rural activities such as stables, livestock and the growing of crops permitted only on a noncommercial, resident use basis.  |

\* Based on 1980 Census Data

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<sup>1</sup> These densities may not be attainable under the provisions of Measure H.

Table 2-1 (Con't)

| <u>Land Use</u>   | <u>Description</u>   |
|---|--|
| Single Family Medium<br>3 - 6 du/ac<br>2.9 persons/unit<br>(SFM)        | Provides for the typical single family neighborhood in Walnut Creek. Average lot size is 10,000 sq. ft. Dwellings are generally detached with ample front, side and rear yards. Clustering and zero side yards may be considered appropriate where they can be visually integrated with existing neighborhoods.  |
| Multi Family Low<br>6 - 14 du/ac<br>1.5 persons/unit<br>(MFL)           | This category envisions higher densities in close proximity to commercial and job centers. It would serve as a transition between single family neighborhoods and commercial areas or higher density residential areas. Cluster housing, zero lot line and patio homes, as well as attached townhomes would be permitted.                                      |
| Multi Family Medium<br>14 - 22 du/ac<br>1.5 persons/unit<br>(MFM)       | This range would provide for condominium developments and low rise apartments with substantial amounts of open space, landscaping and on site recreational facilities. The visual character would reflect more of a single family neighborhood than an apartment complex area.   |
| Multi Family Medium High<br>22 - 30 du/ac<br>1.5 persons/unit<br>(MFMH) | This density reflects the more urbanized character of the City. Generally two story apartments or condominiums are found in this category. The intent is to provide opportunities to live within walking distance to downtown and major transit centers. Maintaining a human scale through quality design and landscaping is a high priority in this district. |



Table 2-1 (Con't)

| <u>Land Use</u>   | <u>Description</u>   |
|---|--|
| Multi Family Very High<br>30-50 du/ac<br>1.5 persons/unit<br>(MFVH)       | This category includes most of the City's conventional apartment complexes. Structures generally exceed two stories and include onsite amenities such as recreational facilities, private balconies or patios and common open space. This type of density is encouraged in the Golden Triangle where it may be combined with office development. |
| Multi Family Special High<br>50 - 100 du/ac<br>1.5 persons/unit<br>(MFSH) | This category only occurs in of the Core Area, in and around Alma Avenue. Development in this area is governed by the Alma Avenue Specific Plan which is primarily intended to expand the potential for downtown living. (Refer to Background Section - Specific Plan Areas - for additional information.)                                       |

#### NOTES:

Second family residential units, churches, schools, parks, public/semi-public buildings, accessory uses, and day care facilities are permitted in all residential land use districts provided they meet the requirements of the underlying zone and applicable general plan policies.

Private clubs, lodges, convalescent hospitals, congregate living care facilities and residential care facilities are permitted in multi-family land use districts(14+ units) provided they meet the requirements of the underlying zone and any applicable general plan policies. Under certain conditions residential care facilities may be allowed in single family districts.

Density ranges are based on net acres and represent a minimum and maximum number of units. The minimum number represents the least amount of development desired. The maximum number is not guaranteed and is contingent upon site conditions, zoning requirements, general plan policies and project design. Approval of higher end densities will be considered on a case-by-case basis and must be approved by the Planning Commission.

The density established by these ranges may not be attainable under the standards established by Measure H.

Table 2-1 (Con't)

GENERAL PLAN LAND USE CATEGORIES

Commercial<sup>1</sup>

| <u>Land Use</u>   | <u>Description</u>   |
|---|--|
| <p>Pedestrian Retail<br/> <u>FAR:</u> .75 - 2.0<br/>           (PR)</p> | <p>Intended to provide an array of retail and personal service uses that are accessed by people on foot. Generally occurs where central parking lots are available and on-street parking is limited. Ground floor uses should be primarily retail; retail and non-retail uses are allowed on or above the second floor. Typical uses include clothing stores, gourmet food shops, restaurants, card shops, book stores, travel agencies and framing galleries.</p> |
| <p>General Retail<br/> <u>FAR:</u> .6 - 1.0<br/>           (GR)</p>     | <p>Intended to provide locations for one-stop retail businesses with on-site parking. Access is typically by car. Uses include restaurants, hotels, nurseries, hardware stores, financial institutions, discount merchandise stores and shopping centers. Ground floor retail is encouraged; where permitted offices may be allowed on second floors and above.</p>  |
| <p>Service Commercial<br/> <u>FAR:</u> .3<br/>           (SC)</p>       | <p>Provides for service facilities that do not require a centralized location and rely on customers making one stop trips by auto. Typical uses include incubator businesses such as sculptors, cabinet makers and glass shops. Also appropriate are car washes, service stations, auto sales and service, mini marts, laundromats, and drive-in restaurants, warehousing and mini-storage. Office uses would be permitted on the second floor.</p>                |

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<sup>1</sup> Commercial FARs represent the maximum permitted development intensity. Until such time as Measure H traffic level standards are met, these FARs may not be attainable. See Table 2-A for commercial development intensities allowed under Measure H.

Table 2-1 (Con't)

| <u>Land Use</u>                                | <u>Description</u>   |
|--|--|
| Auto Sales & Service<br><u>FAR:</u> .6<br>(AS) | Primarily intended for auto dealers, auto service and repair and other related auto oriented retail uses.<br>Non-auto associated businesses may be considered but must demonstrate no adverse effects on the long term viability of the auto district. |
| Office<br><u>FAR:</u> .5 - 1.5<br>(OF)         | Primarily high quality administrative, professional and general business offices that meet local and regional office space demands. Retail shops, restaurants and cultural facilities are encouraged on the ground floor.                              |
| Mixed Use<br><u>FAR:</u> 1.5 - 2.5<br>(MU)     | Intended to encourage a combination of high intensity office and residential uses, with ground floor retail shops in close proximity to BART. Residential uses would be required with office development. Only found in the Golden Triangle.           |
| Business Park<br><u>FAR:</u> .3<br>(BP)        | Primarily administrative, research, and corporate office uses. Emphasis on large lots, common entries and extensive landscaping. Only found in the Shadelands Business Park.   |
| Public/Semi Public<br>(PU)                     | Designates existing facilities including hospitals, schools, fire stations, the civic center, libraries, government buildings, public utility stations, the BART station and large privately owned community serving recreational facilities.          |
| Open Space/Recreation<br>(OS/R)                | Designates existing publicly owned open space, parks and the golf course.<br>Includes some county owned land designated for open space uses.   |



Table 2-1 (Con't)

Description

Land Use

Open Space/Agriculture  
(OS/A)

.1 du/ac

2.9 persons/unit

Designates areas currently in use for grazing. Intent is to maintain open space/agricultural character.

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NOTE: Multi family housing and day care facilities are permitted in all commercial districts provided they comply with City codes, zoning requirements and general plan policies.

Table 2-2  
Acres by General Plan Category  
General Plan Planning Area

| <u>Land Use Category</u>                 | <u>Core Acres</u> | <u>Incorporated Acres</u> | <u>+</u> | <u>Unincorporated Acres</u> | <u>= Total**</u> |
|--|-------------------|---------------------------|----------|-----------------------------|------------------|
| <u>Single Family</u>                     |                   |                           |          |                             |                  |
| Single Family Very Low (.1-1 du/ac)      | -                 | 366                       |          | 907                         | 1,273            |
| Single Family Low (1-3 du/ac)            | -                 | 1,324                     |          | 2,383                       | 3,707            |
| Single Family Medium (3-6 du/ac)         | 26                | 4,678                     |          | 452                         | 5,130            |
| <u>Multi Family</u>                      |                   |                           |          |                             |                  |
| Multi Family Low (6-14 du/ac)            | 41                | 586                       |          | 16                          | 602              |
| Multi Family Medium (14-22 du/ac)        | 3                 | 143                       |          | 44                          | 187              |
| Multi Family Medium High (22-30 du/ac)   | 14                | 68                        |          | 11                          | 79               |
| Multi Family Very High (30-50 du/ac)     | 124               | 157                       |          | 33                          | 190              |
| Multi Family Special High (50-100 du/ac) | 8                 | 8                         |          | -                           | 8                |
| <u>Commercial</u>                        |                   |                           |          |                             |                  |
| Office                                   | 105               | 226                       |          | 34                          | 260              |
| Mixed Use                                | 17                | 17                        |          | -                           | 17               |
| Business Park                            | -                 | 238                       |          | -                           | 238              |
| Pedestrian Retail                        | 71                | 71                        |          | -                           | 71               |
| General Retail                           | 82                | 189                       |          | 25                          | 214              |
| Service Commercial                       | -                 | 63                        |          | -                           | 63               |
| Auto Sales and Service                   | 38                | 38                        |          | -                           | 38               |
| Public/Semi Public                       | 76                | 285                       |          | 44                          | 329              |
| <u>Other</u>                             |                   |                           |          |                             |                  |
| Open Space/Recreation                    | 21                | 2,766                     |          | 1,107                       | 3,873            |
| Open Space/Agriculture                   | -                 | -                         |          | 2,444                       | 2,444            |
| Total                                    | 626               | 11,223                    |          | 7,500                       | 18,723           |

\* All numbers rounded to the nearest tenth

\*\* Total includes incorporated and unincorporated

Table 2-3  
General Plan Development Potential of Vacant and Underutilized Parcels  
By General Plan Category

Core Area

| <u>General Plan Category</u>             | <u>Vacant</u> |              |                | <u>Underutilized</u> |              |                | <u>Total</u> |              |                |
|--|---------------|--------------|----------------|----------------------|--------------|----------------|--------------|--------------|----------------|
|  | <u>Acres</u>  | <u>Units</u> | <u>Sq. Ft.</u> | <u>Acres</u>         | <u>Units</u> | <u>Sq. Ft.</u> | <u>Acres</u> | <u>Units</u> | <u>Sq. Ft.</u> |
| <u>Single Family</u>                     |               |              |                |                      |              |                |              |              |                |
| Single Family Very Low (.1-1 du/ac)      | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Single Family Low (1-3 du/ac)            | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Single Family Medium (3-6 du/ac)         | .2            | 2            | -              | 5                    | 9            | -              | 5            | 11           | -              |
| SUBTOTAL                                 | .2            | 2            | -              | 5                    | 9            | -              | 5            | 11           | -              |
| <u>Multi Family</u>                      |               |              |                |                      |              |                |              |              |                |
| Multi Family Low (6-14 du/ac)            | -             | -            | -              | 6                    | 27           | -              | 6            | 27           | -              |
| Multi Family Medium (14-22 du/ac)        | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Multi Family Medium High (22-30 du/ac)   | 5             | 135          | -              | 2                    | 42           | -              | 7            | 177          | -              |
| Multi Family Very High (30-50 du/ac)     | 1             | 24           | -              | 41                   | 678          | -              | 42           | 702          | -              |
| Multi Family Special High (50-100 du/ac) | .2            | 18           | -              | 5                    | 383          | -              | 5            | 401          | -              |
| SUBTOTAL                                 | 6             | 177          | -              | 54                   | 1,130        | -              | 60           | 1,307        | -              |
| <u>Commercial</u>                        |               |              |                |                      |              |                |              |              |                |
| Office                                   | 4             | -            | 102,036        | 48                   | -            | 576,426        | 52           | -            | 678,462        |
| Mixed Use                                | -             | -            | -              | 11                   | 250          | 497,121        | 11           | 250          | 497,121        |
| Business Park                            | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Pedestrian Retail                        | 1             | -            | 54,447         | 54                   | -            | 1,813,288      | 55           | -            | 1,867,735      |
| General                                  | 1             | -            | 15,680         | 67                   | -            | 1,129,879      | 68           | -            | 1,145,559      |
| Service Commercial                       | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Auto Sales and Service                   | 1             | -            | 20,123         | 32                   | -            | 426,498        | 33           | -            | 446,621        |
| Public/Semi Public                       | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Subtotal                                 | 7             | -            | 192,286        | 212                  | 250          | 4,443,212      | 219          | 250          | 4,635,498      |
| Subtotal Core Area                       | 13            | 179          | 192,286        | 271                  | 1,389        | 4,443,212      | 284          | 1,568        | 4,635,498      |



**Table 2-3**  
**General Plan Development Potential of Vacant and Underutilized Parcels**  
**By General Plan Category**

Incorporated Area <sup>1</sup>

| <u>General Plan Category</u>             | <u>Vacant <sup>2</sup></u> |       |         | <u>Underutilized</u> |       |           | <u>Total</u> |       |           |
|--|----------------------------|-------|---------|----------------------|-------|-----------|--------------|-------|-----------|
|  | Acres                      | Units | Sq. Ft. | Acres                | Units | Sq. Ft.   | Acres        | Units | Sq. Ft.   |
| <u>Single Family</u>                     |                            |       |         |                      |       |           |              |       |           |
| Single Family Very Low (.1-1 du/ac)      | 282                        | 185   | -       | 5                    | 2     | -         | 287          | 187   | -         |
| Single Family Low (1-3 du/ac)            | 38                         | 97    | -       | 357                  | 358   | -         | 395          | 455   | -         |
| Single Family Medium (3-6 du/ac)         | 32                         | 178   | -       | 370                  | 1,031 | -         | 402          | 1,209 | -         |
| SUBTOTAL                                 | 352                        | 460   | -       | 732                  | 1,391 | -         | 1,084        | 1,851 | -         |
| <u>Multi Family</u>                      |                            |       |         |                      |       |           |              |       |           |
| Multi Family Low (6-14 du/ac)            | 4                          | 41    | -       | 79                   | 386   | -         | 83           | 427   | -         |
| Multi Family Medium (14-22 du/ac)        | 2                          | 33    | -       | 74                   | 657   | -         | 76           | 690   | -         |
| Multi Family Medium High (22-30 du/ac)   | 5                          | 135   | -       | 17                   | 217   | -         | 22           | 352   | -         |
| Multi Family Very High (30-50 du/ac)     | 1                          | 27    | -       | 46                   | 787   | -         | 47           | 814   | -         |
| Multi Family Special High (50-100 du/ac) | .2                         | 18    | -       | 5                    | 383   | -         | 5            | 401   | -         |
| Rossmoor                                 | -                          | 1,320 | -       | -                    | -     | -         | -            | 1,320 | -         |
| Subtotal                                 | 12                         | 1,574 | -       | 221                  | 2,430 | -         | 233          | 4,004 | -         |
| <u>Commercial</u>                        |                            |       |         |                      |       |           |              |       |           |
| Office                                   | 24                         | -     | 548,736 | 137                  | -     | 1,834,536 | 161          | -     | 2,383,272 |
| Mixed Use                                | -                          | -     | -       | 11                   | 250   | 497,121   | 11           | 250   | 497,121   |
| Business Park                            | -                          | -     | -       | 145                  | -     | 811,133   | 145          | -     | 811,133   |
| Pedestrian Retail                        | 1                          | -     | 54,447  | 54                   | -     | 1,813,288 | 55           | -     | 1,867,735 |
| General Retail                           | 6                          | -     | 149,495 | 128                  | -     | 2,208,747 | 134          | -     | 2,358,242 |
| Service Commercial                       | 2                          | -     | 21,822  | 33                   | -     | 241,351   | 35           | -     | 263,173   |
| Auto Sales and Service                   | 1                          | -     | 20,123  | 32                   | -     | 426,498   | 33           | -     | 446,621   |
| Public/Semi Public                       | -                          | -     | -       | -                    | -     | -         | -            | -     | -         |
| Subtotal                                 | 34                         | -     | 794,623 | 540                  | 250   | 7,832,674 | 574          | 250   | 8,627,297 |
| Subtotal Incorporated                    | 398                        | 2,034 | 794,623 | 1,493                | 4,071 | 7,832,674 | 1,891        | 6,105 | 8,627,297 |

<sup>1</sup> All numbers rounded to the nearest tenth

<sup>2</sup> Includes Core Area

<sup>2</sup> Does not include vacant acreage in P-D zoning districts.

**Table 2-3**  
**General Plan Development Potential of Vacant and Underutilized Parcels**  
**By General Plan Category**

Unincorporated Area

| <u>General Plan Category</u>             | <u>Vacant</u> |              |                | <u>Underutilized</u> |              |                | <u>Total</u> |              |                |
|--|---------------|--------------|----------------|----------------------|--------------|----------------|--------------|--------------|----------------|
|  | <u>Acres</u>  | <u>Units</u> | <u>Sq. Ft.</u> | <u>Acres</u>         | <u>Units</u> | <u>Sq. Ft.</u> | <u>Acres</u> | <u>Units</u> | <u>Sq. Ft.</u> |
| <u>Single Family</u>                     |               |              |                |                      |              |                |              |              |                |
| Open Space/Agr. Preserve (.2 du/ac)      | 1,720         | 351          | -              | -                    | -            | -              | 1,720        | 351          | -              |
| Single Family Very Low (.1-1 du/ac)      | 391           | 270          | -              | 271                  | 111          | -              | 662          | 381          | -              |
| Single Family Low (1-3 du/ac)            | 309           | 699          | -              | 655                  | 944          | -              | 964          | 1,643        | -              |
| Single Family Medium (3-6 du/ac)         | 25            | 131          | -              | 153                  | 401          | -              | 178          | 532          | -              |
| SUBTOTAL                                 | 2,445         | 1,451        | -              | 1,079                | 1,456        | -              | 3,524        | 2,907        | -              |
| <u>Multi Family</u>                      |               |              |                |                      |              |                |              |              |                |
| Multi Family Low (6-14 du/ac)            | 4             | 41           | -              | 6                    | 45           | -              | 10           | 86           | -              |
| Multi Family Medium (14-22 du/ac)        | 14            | 257          | -              | 21                   | 317          | -              | 35           | 574          | -              |
| Multi Family Medium High (22-30 du/ac)   | 1             | 19           | -              | 5                    | 106          | -              | 6            | 125          | -              |
| Multi Family Very High (30-50 du/ac)     | 2             | 75           | -              | 31                   | 978          | -              | 33           | 1,053        | -              |
| Multi Family Special High (50-100 du/ac) | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Rossmoor                                 | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Subtotal                                 | 21            | 392          | -              | 63                   | 1,446        | -              | 84           | 1,838        | -              |
| <u>Commercial</u>                        |               |              |                |                      |              |                |              |              |                |
| Office                                   | 1             | -            | 26,136         | 11                   | -            | 214,106        | 12           | -            | 240,242        |
| Mixed Use                                | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Business Park                            | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Pedestrian Retail                        | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| General Retail                           | 1             | -            | 28,487         | 21                   | -            | 432,936        | 22           | -            | 461,423        |
| Service Commercial                       | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Auto Sales and Service                   | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Public/Semi Public                       | -             | -            | -              | -                    | -            | -              | -            | -            | -              |
| Subtotal                                 | 2             | -            | 54,623         | 32                   | -            | 647,042        | 34           | -            | 701,665        |
| Subtotal Unincorporated                  | 2,468         | 1,843        | 54,623         | 1,174                | 2,902        | 647,042        | 3,642        | 4,745        | 701,665        |
| GRAND TOTAL (Incorp. + Unincorp.)        | 2,866         | 3,877        | 849,246        | 2,667                | 6,973        | 8,479,716      | 5,533        | 10,850       | 9,328,962      |

Table 2-4  
Density Standards Used to Calculate  
Holding Capacity

| <u>Land Use Employment</u> | <u>Allowed Density</u> | <u>Density<br/>Used for<br/>Holding<br/>Capacity</u> | <u>Employment<br/>Density Standard<br/>(sq. ft. per emp.)</u> |
|----------------------------|------------------------|--|---|
| <u>Residential</u>         |                        |  |   |
| Single Family Very Low     | .1 - 1 du/ac           | 1 du/ac  |   |
| Single Family Low          | 1 - 3 du/ac            | 2 du/ac  |   |
| Single Family Medium       | 3 - 6 du/ac            | 4.5 du/ac  |   |
| Multi Family Low           | 6 - 14 du/ac           | 10 du/ac   |   |
| Multi Family Medium        | 14 - 22 du/ac          | 18 du/ac   |   |
| Multi Family Medium High   | 22 - 30 du/ac          | 26 du/ac   |   |
| Multi Family Very High     | 30 - 50 du/ac          | 40 du/ac   |   |
| Multi Family Special High  | 50 - 100 du/ac         | 75 du/ac   |   |
| <u>Commercial</u>          |                        |  |   |
| Pedestrian Retail          | .75 - 2.0 FAR          |  | 450   |
| General Retail             | .6 - 1.0 FAR           |  | 450   |
| Service Commercial         | .3 FAR                 |  | 490   |
| Auto Sales & Service       | .6 FAR                 |  | 450   |
| Office                     | .5 - 1.5 FAR           |  | 220   |
| Mixed Use                  | 1.5 - 2.5 FAR          |  | 220   |
| Business Park              | .3 FAR                 |  | 360   |

NOTE: Each commercially designated parcel in the City has a specific FAR. This FAR was used to calculate holding capacity. The ranges in this table delineate the lowest and highest FAR within a given land use category.



**Table 2-5**  
**General Plan Holding Capacity**  
**Core Area**

|                  | <u>Existing</u> |                | <u>Vacant</u> |                | <u>Pipeline <sup>1</sup></u> |                | <u>Underutilized <sup>2</sup></u> |                | <u>Total</u> |                |
|------------------|-----------------|----------------|---------------|----------------|------------------------------|----------------|-----------------------------------|----------------|--------------|----------------|
|                  | <u>Units</u>    | <u>Sq. Ft.</u> | <u>Units</u>  | <u>Sq. Ft.</u> | <u>Units</u>                 | <u>Sq. Ft.</u> | <u>Units</u>                      | <u>Sq. Ft.</u> | <u>Units</u> | <u>Sq. Ft.</u> |
| <u>Core Area</u> |                 |                |               |                |                              |                |                                   |                |              |                |
| Single Family    | 194             | -              | 2             | -              | -                            | -              | 9                                 | -              | 205          | -              |
| Multi Family     | 4,401           | -              | 177           | -              | 467                          | -              | 1,380                             | -              | 6,425        | -              |
| Retail           | -               | 3,508,578      | -             | 90,250         | -                            | 144,266        | -                                 | 3,369,665      | -            | 7,112,759      |
| Office           | -               | 5,175,985      | -             | 102,036        | -                            | 185,856        | -                                 | 1,073,547      | -            | 6,537,424      |
| <br>SUBTOTAL     | <br>4,595       | <br>8,684,563  | <br>179       | <br>192,286    | <br>467                      | <br>330,122    | <br>1,389                         | <br>4,443,212  | <br>6,630    | <br>13,650,183 |

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<sup>1</sup>. Pipeline as of Sept. 1988.

<sup>2</sup>. Underutilized multi family includes 250 units allocated to the Golden Triangle.

**Table 2-5**  
**General Plan Holding Capacity**  
**General Plan Planning Area**

|                                   | <u>Existing</u> <sup>1</sup> |                | <u>Vacant</u> |                | <u>Pipeline</u> <sup>2</sup> |                      | <u>Underutilized</u> <sup>6</sup> |                | <u>Total</u> |                |
|-----------------------------------|------------------------------|----------------|---------------|----------------|------------------------------|----------------------|-----------------------------------|----------------|--------------|----------------|
|                                   | <u>Units</u>                 | <u>Sq. Ft.</u> | <u>Units</u>  | <u>Sq. Ft.</u> | <u>Units</u>                 | <u>Sq. Ft.</u>       | <u>Units</u>                      | <u>Sq. Ft.</u> | <u>Units</u> | <u>Sq. Ft.</u> |
| <b>Incorporated</b>               |                              |                |               |                |                              |                      |                                   |                |              |                |
| Single Family                     | 14,805                       | -              | 460           | -              | 135                          | -                    | 1,391                             | -              | 16,791       | -              |
| Multi Family                      | 8,599                        | -              | 254           | -              | 1,242 <sup>3</sup>           | -                    | 2,680                             | -              | 12,775       | -              |
| Rossmoor                          | 5,632                        | -              | 1,320         | -              | 248                          | -                    | -                                 | -              | 7,200        | -              |
| Retail                            | -                            | 5,186,580      | -             | 245,887        | -                            | 490,065 <sup>4</sup> | =                                 | 4,689,884      | -            | 10,612,416     |
| Office                            | -                            | 9,278,075      | -             | 548,736        | -                            | 391,363 <sup>5</sup> | -                                 | 3,142,790      | -            | 13,360,964     |
| Subtotal                          | 29,036                       | 14,464,655     | 2,034         | 794,623        | 1,625                        | 881,428              | 4,071                             | 7,832,674      | 36,766       | 23,973,380     |
| <b>Unincorporated</b>             |                              |                |               |                |                              |                      |                                   |                |              |                |
| Single Family                     | 4,885                        | -              | 1,451         | -              | -                            | -                    | 1,456                             | -              | 7,792        | -              |
| Multi Family                      | 732                          | -              | 392           | -              | -                            | -                    | 1,446                             | -              | 2,570        | -              |
| Retail                            | -                            | 164,652        | -             | 28,487         | -                            | -                    | -                                 | 432,936        | -            | 626,075        |
| Office                            | -                            | 854,447        | -             | 26,136         | -                            | -                    | -                                 | 214,106        | -            | 1,094,689      |
| Subtotal                          | 5,617                        | 1,019,099      | 1,843         | 54,623         | -                            | -                    | 2,902                             | 647,042        | 10,362       | 1,720,764      |
| <b>TOTAL PLANNING AREA</b>        |                              |                |               |                |                              |                      |                                   |                |              |                |
| (Incorporated and Unincorporated) |                              |                |               |                |                              |                      |                                   |                |              |                |
| Single Family                     | 19,690                       | -              | 1,911         | -              | 135                          | -                    | 2,847                             | -              | 24,583       | -              |
| Multi Family                      | 9,331                        | -              | 646           | -              | 1,242                        | -                    | 4,126                             | -              | 15,345       | -              |
| Rossmoor                          | 5,632                        | -              | 1,320         | -              | 248                          | -                    | -                                 | -              | 7,200        | -              |
| Retail                            | -                            | 5,351,232      | -             | 274,374        | -                            | 490,065              | -                                 | 5,122,820      | -            | 11,238,491     |
| Office                            | -                            | 10,132,522     | -             | 574,872        | -                            | 391,363              | -                                 | 3,356,896      | -            | 14,455,653     |

- <sup>1</sup> 1988 Dept. of Finance data for the Incorporated City; December 1988 City of Walnut Creek
- <sup>2</sup> Data Base for the unincorporated portion of the General Plan planning area. Includes units in commercial areas.
- <sup>3</sup> as of September 1988
- <sup>4</sup> does not include nursing facilities (202 beds)
- <sup>5</sup> includes Regional Center for the Arts
- <sup>6</sup> does not include Lesher office expansion
- <sup>6</sup> incorporated underutilized multi family includes 250 units allocated to the Golden Triangle.

Figure 2-1

Land Use Map

(See Land Use Map located in  
pocket in back of document)


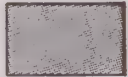






FIGURE 2-1A  
CORRECTED

# MEASURE H DEVELOPMENT OVERLAY

-  0-10 du/parcel\*
-  10,000 sq.ft./parcel\*

\*Excludes Measure H exemptions

Note: Refer to pocket maps for approved Land Use designations.

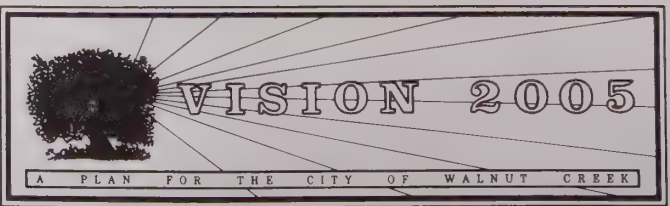








Figure 2-2

Core Area Land Use Map

(See Core Area Land Use Map located  
in pocket in back of document)















EXISTING POCKET PARKS



POTENTIAL POCKET PARKS



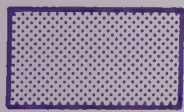
POTENTIAL POCKET PARKS  
OR PUBLIC PLAZAS  
(generalized location)



EXISTING PEDESTRIAN  
CORRIDORS



POTENTIAL PEDESTRIAN  
CORRIDORS



MAIN/LOCUST RETAIL AREA



DOWNTOWN RETAIL DISTRICT

## DOWNTOWN AMENITIES

FIGURE 2-3



VISION 2005

A PLAN FOR THE CITY OF WALNUT CREEK







FIGURE 2-4

## NEIGHBORHOOD DISTRICTS

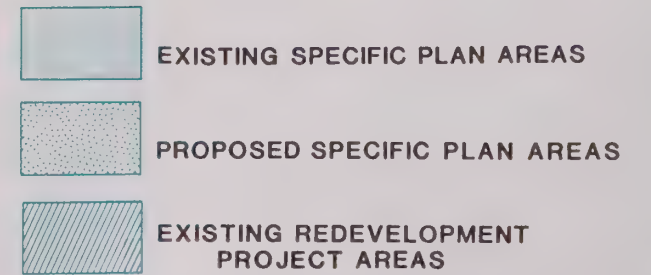






FIGURE 2-5

## PLANNING AREAS



### SPECIFIC PLANS

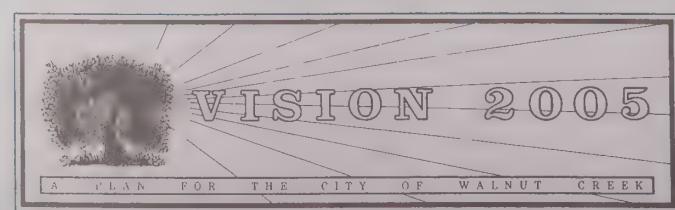
| EXISTING:               | resolution no. |      |
|-------------------------|----------------|------|
| 1) La Casa Via          | 2541           | 2949 |
| 2) Shadelands           | 2686           | 3195 |
| 3) La Casa Via          | 3327           |      |
| 4) Walnut/Whitecliff    | 3393           |      |
| 5) Bridle Lane          | 3304           | 4104 |
| 6) La Casa Via          | 3743           |      |
| 7) South Newell Area    | 3778           |      |
| 8) Geary Road/Hall Lane | 3995           |      |
| 9) Alma Avenue          | 4487           |      |

### PROPOSED:

- 10) Downtown Retail District
- 11) Mt. Diablo West

### REDEVELOPMENT PROJECTS

- A) South Broadway
- B) Mt. Diablo











THE FLOOR AREA RATIOS SHOWN IN THIS FIGURE APPLY TO THE CORE AREA ONLY.

A maximum FAR bonus has been specified for two areas shown in this figure:

- \* Possible FAR bonus of .5 for a total FAR of 1.5
- \*\* Possible FAR bonus of .25 for a total FAR of 1.0

FLOOR AREA RATIOS OUTSIDE THE CORE AREA:

|                    |        |
|--------------------|--------|
| General Retail     | .6 FAR |
| Office             | .5 FAR |
| Business Park      | .3 FAR |
| Service Commercial | .3 FAR |

## FLOOR AREA RATIOS

FIGURE 2-6



VISION 2005

A PLAN FOR THE CITY OF WALNUT CREEK



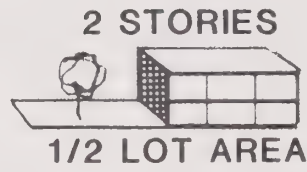




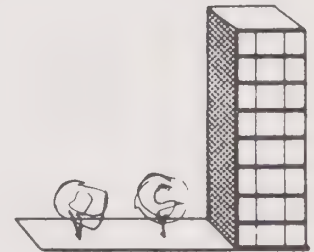
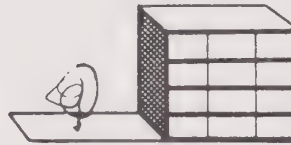
0.5



1.0



2.0



## ILLUSTRATED FLOOR AREA RATIOS



## CITY DESIGN SUBELEMENT - POLICIES

The City Design Subelement is intended to reinforce the identity and special character of the City, improve the visual quality and promote a more attractive, people-oriented community. The City Design Subelement is an optional general plan element and has been included to more precisely indicate the character and form the City should take over the life of the plan.

This subelement defines the city image from three perspectives. First, it identifies the qualities and attributes of the city that contribute to its special sense of place. Policies in the subelement require protection of identified city resources such as creeks, views, and historical heritage.

Second, it anticipates future design opportunities and guides new development to achieve the city's desired visual character. There are policies dealing with building and city design, the compatibility of infill development, and special design districts within the City.

Policies and development guidelines are designed to preserve the existing scale of development in the Main/Locust Street retail area where pedestrian scale commercial development is focused. Other policies allow a transition in scale where high profile commercial centers are located adjacent to much lower density uses. This situation occurs in areas with small pockets of incompatible development directly adjacent to high intensity commercial centers such as the housing still remaining in the Golden Triangle. This type of transitional development may be restricted by Measure H standards.

In a few cases the general plan densities encourage an increase in scale. This increase is contingent upon the future attainment of Measure H traffic level standards. Besides the Golden Triangle, this occurs on the north side of Mt. Diablo Boulevard between Bonanza Street and California Boulevard where higher density office development is anticipated and on the Target Store block, where increased intensity of commercial development is desired to improve the appearance of the block and take advantage of potential patronage from commuters using the BART station across the street.

Finally, the policies of this subelement actively initiate changes in city form which will improve the quality of life. The policies focus attention not only on the design of objects and built form, but also on the design of the spaces between buildings which often comprise the "public realm" - street corridors and intersections, plazas, parks, courtyards and the pedestrian zones between buildings.



**GOAL 1:** To appropriately regulate the scale of development.

**Policy 1:**

Regulate building height by feet, as shown in Figure 2-8. The maximum new building height is restricted to six stories above existing or finished grade, whichever is lower, not to exceed 89 feet. Subgrade parking structures shall not be considered in calculating building stories. (Refer to Figure 2-8, Height Limits.)

**Policy 2:**

Allow exemptions to the height limits for important civic buildings, provided such buildings conform to Policy 1, above, and for small architectural elements.

**Policy 3:**

Encourage new and existing development to incorporate public plazas, courtyards and landscaping, and similar public amenities that are accessible and visible from the street. (See Figure 2-9, Building Setbacks, and Figure 2-10, Examples of Setback Averaging.)

**Policy 4:**

Evaluate the scale and appearance of new development proposals through urban design and architectural standards.

**Program 1.1:**

Revise the zoning ordinance as necessary to reflect the general plan height policies, height limits, and exemptions.

**Responsibility:** Community  
Development Department

**Program 2.2:**

See Program 1.1.

**Program 3.1:**

Develop a comprehensive building setback program for the Core Area and revise the zoning ordinance as necessary for implementation.

**Responsibility:** Community  
Development Department

**Program 3.2:**

Develop a Floor Area Ratio bonus program if Measure H traffic standards are attained which allows an additional FAR increment for projects which include exemplary public amenities or meet other selected city goals as part of the project design.

**Responsibility:** Community  
Development Department

**Program 4.1:**

Develop an Urban Design Guidelines Manual which reflects the intent of the City's urban design policies.

**Responsibility:** Design Review  
Commission and Community  
Development Department

**GOAL 2:** Through physical design, maintain and enhance the Downtown Retail District as an economically viable retail and business center, and improve pedestrian and vehicular circulation between the Downtown Retail District and surrounding development in the Core Area.

**Policy 5:**

Strengthen the physical and visual connections between the Downtown Retail District, civic amenities, and surrounding development in the Core Area. (See Figure 2-3).

**Program 5.1:**

Consider urban design strategies to improve pedestrian circulation and ease of movement between the BART and Target site area, the Main/Locust Street area and Broadway Plaza Shopping area.

**Responsibility:** Community Development Department

**Program 5.2:**

Develop a Specific Area Plan for the Downtown Retail District which focuses on the relationships between the Main/Locust Street area, the Broadway Plaza Shopping Center, and the four block area south of Mt. Diablo Boulevard and east of California Boulevard.

**Responsibility:** Community Development Department

**Program 5.3:**

Consider a comprehensive street lighting program for the Downtown Retail District which will unify the character of the area and enhance the pedestrian orientation of the district.

**Responsibility:** Community Development Department

**Policy 6:**

Increase pedestrian accessibility and strengthen the identity of pedestrian zones within the urban core area.

**Program 6.1:**

Develop attractive pedestrian passageways. (See Figure 2-3).

**Responsibility:** Community Development Department

Program 6.2:

Encourage the development of vest pocket parks and public plazas as an amenity for shoppers, workers, and residents as a part of private development within the downtown. (See Figure 2-3).

Responsibility: Community Development Department

Program 6.3:

Improve the streetscape and landscaping along pedestrian routes to better shield and separate pedestrians from heavily used traffic lanes and unify the image of the downtown area. (See "The BART Downtown Connection" Study and the Downtown Enhancement Study.)

Responsibility: Community Development Department

Program 6.4:

Require new development along major pedestrian routes to establish active street level uses and facades, and minimize blank facade walls, parking, and similar uninteresting uses of the street frontage. (See "The BART Downtown Connection" Study).

Responsibility: Community Development Department

**GOAL 3:** To reinforce the character of the Main/Locust Street area as a pedestrian-oriented retail center and a gathering place for local residents.

Policy 7:

Maintain the special "small town" character and pedestrian orientation of the Main/Locust Street area and unify its identity as a shopping destination. (Figure 2-3).

Program 7.1:

Consider the recommendations of a downtown enhancement study to unify the image of the area as a distinct retail district.

Responsibility: Community Development Department



**Program 7.2:**

Amend the zoning ordinance to establish a normal maximum building height of 35 feet, consistent with the existing scale and character of the area. This limit may be extended up to a height of 50 feet by stepping back additional building floors from the street wall edge. (See **Figure 2-11**, Pedestrian Retail Building Height.)

**Responsibility:** Community  
Development Department

**Program 7.3:**

Apply the following design criteria to new development in the Main/Locust Street retail area:

--Encourage improvement of the rear of existing buildings, where appropriate, to improve public access from parking lots and service alleys.

--Locate parking facilities, particularly surface parking lots, in the interior of the block wherever possible, to encourage continuity of the street front.

--Maintain and establish visually interesting activities at the sidewalk edge to engage pedestrian interest. Long, dull street level facades are discouraged.

--Encourage outdoor dining areas and sidewalk cafes, especially where they are visible from the street.

--Encourage the development of interior courtyards and passageways between buildings and blocks.

--Preserve the existing scale and rhythm of storefronts.

**Responsibility:** Community  
Development Department

Program 7.4:

Consider development of a consistent street lighting program for the Main/Locust Street area.

Responsibility: Community

Program 7.5:

Develop expanded urban design guidelines for the Main/Locust Street area as part of the Urban Design Guidelines Manual.

Responsibility: Community  
Development Department

**GOAL 4:** To preserve and enhance the existing character of the City's residential neighborhoods.

Policy 8:

Maintain and encourage high quality residential design and ensure compatibility of new development within existing neighborhoods.

Program 8.1:

Apply the following design criteria to new residential projects:

--Design infill development to reflect existing residential patterns and character.

--Site residential development in ways which minimize disruption of the natural topography and preserve the appearance of scenic ridgelines.

--Minimize to the extent possible the impact of new residential development upon existing resident's views.

--Discourage gated communities and private streets. Limited use of private streets is allowed in certain circumstances where the scale and character of the project depend on their use.

--Discourage the creation of new flag lots or similar irregular lots where inappropriate. Lot shapes generally should be simple and rectilinear. (This does not preclude wedge-shaped cul-de-sac lots.) Minor increases in the complexity of lot shapes may be considered. (See Program 8.3.)

### Single Family Detached Residential

--Avoid visual monotony by insuring that houses with identical or similar building elevations are not on adjacent or opposing lots.

--Continue the design motif of each house completely around the structure where appropriate. Piecemeal embellishment and frequent changes in materials should be avoided.

### Multiple Family Residential

--Design new multiple unit residential development to respect the scale and character of the adjacent residential neighborhood.

--Articulate building facades, vary setbacks, and mass buildings to give them richness and scale. Extremely long buildings (exceeding 150 feet in length) are generally discouraged.

--Emphasize well designed exterior landscaping of multiple unit residential developments to provide usable recreational spaces for residents and to enhance the appearance and compatibility of such development within its setting.

Responsibility: Community  
Development Department

### Program 8.2:

Develop residential design standards as part of the citywide Urban Design Guidelines Manual to encourage a high level of residential design quality and to ensure that the character and functional relationships of existing neighborhoods is respected and reinforced by new projects. (Also see Program 4.1.)

Responsibility: Community  
Development Department



Program 8.3:

Develop Zoning Ordinance standards to regulate deep lot subdivisions.

Responsibility: Community Development Department

**GOAL 5:** To encourage high quality visual character and community identity in existing developed areas.

Policy 9:

Improve the appearance and prominence of designated city Gateways and Scenic Corridors. (See Figure 2-12).

Program 9.1:

Prepare a comprehensive study of designated city Gateways and Scenic Corridors which recommend appropriate signage, setbacks, landscaping, etc. Implement these recommendations as funding allows.

Responsibility: Community Development Department

Program 9.2:

Review and revise the architectural controls and sign ordinance which govern land development along designated Scenic Corridors to improve appearance of development in these locations. (Also see Program 4.1.)

Responsibility: Community Development Department

Policy 10:

Require all new soundwalls, masonry walls or fences 70 feet or longer to be designed to minimize visual monotony.

Program 10.1:

Amend the Zoning Ordinance to include new design guidelines for walls and fences 70 feet or longer requiring significant changes in plane, height, material or material texture and required landscaping where appropriate.

Responsibility: Community Development Department

Policy 11:

Eliminate all billboards within the city limits.

Program 11.1:

Continue to enforce the zoning ordinance provision which prohibits the establishment of any new billboards within the city.

Responsibility: Community Development Department

Program 11.2:

Continue to require removal of existing billboards from a project site as a condition of project approval.

Responsibility: Community Development Department

Policy 12:

Underground utility lines, electrical transformers and similar utility structures along identified scenic corridors, at gateways, and other strategic areas as funding permits.

Program 12.1:

Develop a priority list of areas where undergrounding of utility lines is desired. Develop cost estimates and incorporate them into the 1990-92 CIP budget as appropriate.

Responsibility: Community Development Department

Program 12.2:

Continue to collect in lieu fees for future undergrounding of utility lines from new development in designated areas.

Responsibility: Community Development Department

Program 12.3:

Continue to require electrical transformers and similar utility structures to be undergrounded. If undergrounding is infeasible due to preexisting site conditions such as a high water table, enclose the facility within the building or adequately screen it from any public right-of-way.

Responsibility: Community Development Department

**GOAL 6:** To capitalize on potential and underutilized resources within the City to improve the sense of place that is unique to Walnut Creek.

Historic Preservation

Policy 13:

Support the preservation and restoration of architecturally and historically significant structures and sites as a physical record of the City's heritage and to provide the community with a sense of connection to the past. (See Partial List of Potentially Significant Structures and Sites Table 2-6).

Program 13.1:

Assist in the preparation of an inventory of all historically or architecturally significant structures and sites within the planning area in cooperation with the Walnut Creek Historical Society. Develop a cost estimate and provide funding as available and/or assist in locating other funding sources for such an inventory.

Responsibility: City Manager,  
Community Development Department

Program 13.2:

Apply the following criteria to projects which may alter or impact significant structures or sites:

--Encourage renovation of historic structures which retains and/or reveals historic elements and does not alter historical characteristics.

--Encourage preservation of building facades where a structure is not historically significant but is an important contributor to the character of the district or neighborhood.

Responsibility: Community  
Development Department

Program 13.3:

Develop and adopt a Historic Preservation Ordinance in cooperation with the Walnut Creek Historical Society.

Responsibility: Community  
Development Department



Policy 14:

Increase the visual prominence and recreational opportunities of the City's creek resources.

Program 14.1:

Continue to require development along the exposed portions of the creek to provide pedestrian access and landscaping along the creek embankment, and orient buildings to take advantage of desired creek improvements, where appropriate.

Responsibility: Community  
Development Department

Program 14.2:

Develop and implement a creek beautification plan to reclaim creek areas for open space purposes.

Responsibility: Community  
Development Department

Program 14.3:

Consider establishing a city-wide Creekside Development and Maintenance Ordinance to ensure compatible development adjacent to creeks.

Responsibility: Community  
Development Department



## CITY DESIGN SUBELEMENT - BACKGROUND

### A. THE CITY IN THE REGION

The setting of the City is one of the most important determinants of its urban form. The City of Walnut Creek is located in the Diablo Valley, an environmental setting highly prized for its natural beauty. Mt. Diablo and the surrounding ridges form a natural backdrop for the City. The four principal ridges - Acalanes Ridge to the west, Shell Ridge in the center, Lime Ridge to the east, and Las Trampas and Sugarloaf ridges to the south - rise to over 1700 feet, some 1550 feet above the elevation of the valley floor. Mt. Diablo at elevation 3800 feet is located generally southeast of the City. It dominates the views of the open space areas as it dominates the topography of the region. It is also visible from many roadways and activity centers throughout the City.

The points of lowest elevation are the natural creek channels of Walnut Creek, Las Trampas Creek and San Ramon Creek. These natural features are a physical reminder that Walnut Creek was originally established at the confluence of three important Central County watercourses. (Refer to Figure 5-2 in the Community Resources Element). The views of Mt. Diablo and surrounding open space that remain, as well as the vestiges of riparian vegetation along the exposed portions of the creeks, recall how the City once looked to the people who first settled here.

### B. THE FORM OF THE CITY

Today, Walnut Creek may be experienced by residents, visitors and travelers in different ways, but in each case the City takes its form and visual identity from an interplay of the natural and built environment. The natural environmental setting and the physical forms we construct, demolish, rebuild and change create the City's unique visual character as well as a certain "sense of place". Some forms of the City are strong and visually arresting: Mt. Diablo rising from the valley, the horizontal reflective window bands and serrated rooflines of the Golden Triangle area, and the dramatic massiveness and change of scale evident in the John Muir Hospital complex. These forms become landmarks, the center of identity for a region, a neighborhood or a city district.

Other City forms are not so prominent, and create no striking image in our minds. These buildings, streets and open spaces make up the bulk of the City and are generally more representative of the essential character of Walnut Creek: low-rise but densely developed Downtown Retail District with its pedestrian orientation, mid-rise commercial office buildings, the variable strip commercial development along North Main Street and Mt. Diablo Boulevard and, most prominently, the acres of suburban density single family neighborhoods which comprise the majority of the City's land area.



In recent years the character of Walnut Creek, and especially the Core Area, has changed. During the 1980's Walnut Creek experienced the most rapid growth in commercial development in its history, mostly centered in the downtown area. This growth has dramatically altered the look of Walnut Creek in the central core area, imparting a more urban quality, especially when viewed from the highways. Although the rapid commercial development that characterized the early 1980's has slowed, the fact remains that the City is in a constant state of incremental change. Like a work of art composed of an infinite number of pieces, the mosaic of city form is always in the process of transforming itself into new images.

## C. SCALE OF DEVELOPMENT

In this plan, scale of development refers to the relationship of massing among buildings and between built form and open spaces. The urban design policies which regulate scale of development are meant to sculpt, in a general way, the physical form of the City. The general plan regulates three specific aspects of built form: intensity of development, building height and setbacks from the edge of the public right-of-way.

### 1. Development Intensity

The Community Development Element has identified the intensity of commercial development using the floor area ratio (FAR) system. (See page 2-10, Floor Area Ratios, for definition.) The FAR determines the size of the building mass permitted on a parcel, but it does not address how that mass is arranged or "sculpted" to achieve urban design goals for the scale of development.

However, until Measure H traffic level standards may be attained, commercial development intensities are restricted to those described in Table 2-A.

### 2. Height Limits

Building height is an issue of considerable importance to the community and has been the subject of a successful initiative (Measure A) limiting new building height to a maximum of six stories or to the height allowed in the applicable zoning districts, whichever was less. No increase in the six story building height limitation is proposed. Regulating the height of buildings has reinforced the identity of certain districts such as the pedestrian scale shopping district along Main/Locust Streets, the BART/Golden Triangle office district where the tallest buildings of the City are clustered together, and the mid-rise office and retail buildings which define a new, increased scale along California Boulevard. Please see Figure 2-8, Height Limits, and Policy 1.

While the maximum height of a building is governed by the six story height limit, commercial building height will otherwise be regulated by feet. This is to ensure consistency within a district and to protect important view corridors. Figure 2-8, Height Limits indicates the appropriate maximum height limits for non-residential development within the Core Area. Outside the Core Area and in all residential districts height shall be regulated by the standards of the appropriate zoning district.

Height policies allow exemptions from the height limits for important civic buildings such as the Regional Center for the Arts. Small architectural elements which add variety and landmarks to the City skyline may be exempted on buildings throughout the City, providing the overall building height remains within the general plan height limits. Such elements may include spires, steeples, clerestories, skylights and similar structures or small projections in the roof line. Such elements must be an integral part of the architecture, not merely "stuck-on" pieces or false fronts to alleviate a monotonous facade.

### 3. Building Setbacks

Both building height controls and building setbacks will be used in sensitive areas to preserve the views of surrounding natural areas. View protection studies concluded the following:

- Most view loss occurs at the periphery of the street when new development in sensitive areas is allowed to develop at the street line.
- The height of buildings blocking peripheral views is not always significant because one or two floors on either side of the street corridor completely blocks any view.
- Without setback provisions, the general plan would allow significantly reduced views of the ridge line, hill areas, and Mt. Diablo from public streets and public centers in the core area.

Based on these previous studies, building setback requirements have been established. The required minimum setback establishes the minimum distance that new development may be located from the edge of the right-of-way. Figure 2-9, Building Setbacks, identifies three required minimum setback ranges. Setback requirements are designed to aid in view preservation, establish a sense of entry, reinforce retail continuity, provide transition from surrounding development and ensure light and air at the ground.

The building setback map also identifies an average setback. The goal of the average setback is to encourage new buildings to incorporate public plazas, courtyards, extensive landscaping or similar public amenities that are visible and accessible from the street. The average distance between the public right-of-way and the building edge must be at least as great

as the indicated average setback along the principle building frontage. The setback may vary within the identified range so long as the average is maintained. Upon a finding by the approving body, variances may be granted in cases of unusual street or parcel configuration or where such setbacks would be undesirable. (See **Figure 2-10, Setback Averaging.**)

In general only minor setbacks (0-10 feet minimum, 2 feet average) are proposed for established pedestrian retail areas where businesses are encouraged to locate close to the sidewalk. Proposed moderate setbacks (10-20 feet minimum, 15 feet average) are generally located in office settings and between office and residential land uses. The largest setbacks (20-30 feet minimum, 25 feet average) are proposed in areas where view impacts are often the greatest, including gateways to the City to enhance a sense of entry and in areas of transition from residential neighborhoods where front yard setbacks are 15-25 feet or more.

Preservation of views through the use of adequate setbacks is especially important at corner locations which often provide the best opportunities for views to the ridges surrounding the Core area. Therefore, any requests to construct up to the minimum setback at street corner locations will receive special scrutiny.

## D. VISUAL CHARACTER

### 1. Vest Pocket Parks

A vest pocket park is an outdoor space designed for passive recreation. Quality small spaces providing quiet spots for downtown shoppers and workers can add variety to the downtown experience. To be successful these parks must be carefully designed for comfort, interest and safety. Pocket parks may be located adjacent to a building lobby, a through-block pedestrian accessway, or commercial uses such as restaurants and retail shops.

The location of potential parks (**Figure 2-3**), indicating the City's interest in developing these areas as pocket parks if the existing use is discontinued.

### 2. Gateways

The visual identity and character of the City is a collection of images, most often seen from a moving vehicle. For most people, the City of Walnut Creek and its districts are identified by strong, recognizable focal points or centers. Its edges are defined by certain physical boundaries which surround the area such as freeways, ridgelines and street intersections.



An opportunity exists to strengthen the image of the City by using the major vehicular entry points as gateways to the City. A "gateway" into the City is much the same as a front door to a home. It serves as the symbolic entry to the City and it provides an image of what is within the area. Gateways into the City which should receive special urban design attention are shown in Figure 2-12, Gateways and Scenic Corridors.

### 3. Scenic Corridors

The General Plan establishes several scenic travel corridors along principal auto routes through the City (refer to Figure 2-12). Scenic corridors are of three types: primarily auto oriented, primarily pedestrian oriented and mixed auto/pedestrian routes.

Comprehensive Scenic Corridor programs will be developed and applied to each route category. The program will unify and clarify the important roadways into and within the City. This will be accomplished through such mechanisms as coordinated landscaping, screening of large parking areas which create voids in the street wall and removal of visually disruptive elements and signage. New development proposed on scenic corridors shall also receive special design scrutiny to ensure that important views of Mt. Diablo and distant hills are maintained.

### 4. Creeks

The creeks which flow through the City have historically been channelized or undergrounded to control flooding and allow development. This Plan seeks to utilize creek corridors more successfully as a natural green edge to the predominately urban core area, providing visual relief and an enhanced image of the City in the downtown districts.

## E. HISTORICAL PRESERVATION

The Shadelands Ranch Home, built in 1902, and the Borges Ranch, built in 1901 are within the Planning Area Boundary and are listed on the National Register of Historic Places. Both sites are currently under preservation programs which regulate changes to the existing structures. The Walnut Creek Historical Society, in cooperation with the City, will work toward creating a complete inventory of historically or architecturally significant structures and sites in the City. (Refer to Table 2-6 for partial list of potential sites.)

Table 2-6  
Partial List of Potentially  
Significant Structures and Sites

Walnut Creek Planning Area

| <u>Resource/Location</u>  | <u>Evaluation Category</u>   | <u>Significance/Importance</u>  |
|---|--|---|
| Johnson Residence<br>(Shadelands Ranch)<br>2660 Ygnacio Valley Road | National Register of Historic Places. Structure of Historic Significance/ Architectural Specimen | Circa 1902, H.P. Penniman built this ranch home patterned after a midwestern townhouse. Once the center of a 325 acre ranch where fruit, walnuts and grain were raised. This two story wood frame structure has curved bays on front with curved windows. It is one of the three oldest ranch houses in the County and is now a local historical museum. California Point of Historical Interest CCo-5.   |
| Borges Ranch<br>North Gate Road                                     | National Register of Historic Places.  | Built in 1901, this collection of ranch buildings is owned and operated by the City of Walnut Creek as a living musuem and an example of cattle ranching life at the turn of the century.   |
| Dole House<br>"Ye Old Yarn Shop"<br>1614 Mt. Diablo Boulevard       | Architectural Specimen   | A two story wood frame structure of Victorian style with a decorated frieze and brackets for roof trim. Roof is medium hip type with boxed cornice. Windows are two sash double hung, with plain molding for surrounding detail.  |
| Walnut Creek Southern Pacific Depot<br>South Broadway               | Structure of Historic Significance/<br>Architectural Specimen                                    | Built in 1891, and opened June 1891 this Southern Pacific Railroad Passenger and Freight Depot was part of the twenty-nine mile San Ramon Branch, lining Tracy and Livermore main lines. Passenger service was discontinued in 1912. The two story wood frame structure with medium gable roof and decorated roof trim has been restored, relocated and converted into a restaurant. Exterior appearance is basically the same as original structure. |
| Marshall Residence<br>Quail Court                                   | Site Relating to Important Person<br>in History  | Originally the site of the Marshall residence. Area now known as Quail Court Office Park which includes a variety of business offices and a restaurant.   |

March Bank Horse Ranch  
1660 Ygnacio and Bancroft

Structure of Historic Significance/  
Architectural Specimen

Known as the Bareges Sulphur Springs in 1875, named after the Bareges Springs of the Spanish Pyrenes due to the identical chemical content of both springs. The springs were open to the public on Friday, Saturday and Sunday. Later became a horse breeding farm known as Co. March Bank's "Heather Farms".

Chapel - St. Paul's Episcopal Church  
Trinity Avenue

Structure of Historic Significance

St. Paul's Episcopal Church is the oldest church in Walnut Creek and was originally on Locust Street. It was moved to Trinity Avenue (1950).

Leach Home  
1533 North Main Street

Architectural Specimen

A two story wood frame structure with low hip roof. Roof trim is of boxed cornice, frieze with brackets. Large pillars support the porch and second floor balcony.

Walnut Creek Women's Clubhouse  
Corner of Carmel Drive and Lincoln Avenue

Architectural Specimen

A large wood frame structure with vertical grooved rough siding. Siding overlaps at roof line and is cut to create a decorate wall design. This two story structure has a low gable roof with louvered vents at gabled ends. Top of vents have a plain arched trim.

Brookside Vineyard Residence  
2190 Oak Grove Road

Structure of Historic Significance

One of the oldest buildings in Ygnacio Valley, Site (on part of J.E. Durham Ranch, called Tres Pinos Rancho) of early vineyard planted with varietal grapes imported from Europe by Bay Area Italian families. In 1881 they incorporate as Italian Swiss Colony.

Welch House Residence  
2190 Oak Grove Road

Site of Important Person in Histor

Circa 1880, descendents of William Welch, grantee of Rancho las Juntas, which encompassed all the area from northern Walnut Creek to Martinez, built and occupied their residence at this site. Structure was razed in the 1960's.

Rogers Hotel  
Corner of Duncan Street and Main Street

Site of Historic Event

Early hotel, stage coach stop and political place, owned by Walter "Ott" Rogers.



Adams Residence  
2030 San Miguel Drive

Architectural Specimen

One-and-a-half story wood frame structure with wood shingle roof which is medium gable with gablet. A triangle pediment decorates the entrance.

Bronson Residence  
210 El Camino Corto

Architectural Specimen

The rustic setting of this brick structure with its high gable roof of wood shingle and windmill makes this one of a kind of Walnut Creek.

Larriell Residence  
196 El Camino Corto

Architectural Specimen

Structure is of Spanish style construction with stucco siding and tile roofing.

Stow Residence  
1721 Stow Avenue

Structure of Historic Significance

James M. Stow moved to California in 1856 and after living in varied locations, settled in Walnut Creek in 1865. In 1876, he started his own business of general merchandizing. In 1877, he became notary public and postmaster of Walnut Creek. He was elected to the office of County Assessor in 1879.

Bancroft Residence  
1500 Bancroft Road

Structure of Historic Significance

One of the early ranch sites in Ygnacio Valley. Original structure replaced by present home in 1922. Still houses members of the Bancroft family who have contributed to the area's history. The present two story structure of brick, with a sheathing of stucco, is a large imposing residence with a formal garden and green houses.

Brubaker Residence  
30 Brubaker Lane

Structure of Historic Significance

In November 1974, the "Walnut Creek Action for Beauty Council", designated Mrs. John Brubaker's Valley Oak Tree as a "Heritage Tree" for its outstanding contribution to scenic beauty.

Burgess Residence  
2950 Walnut Boulevard

Structure of Historic Significance

Formerly the James P. Howe estate. He was a foreign correspondent during World War I. Property is now being preserved as open space.

Casey Residence  
2651 Oak Grove Road

Architectural Specimen

A cottage styled home that is typical of the construction of the period, circa 1910.

Howard Residence  
2373 Walnut Boulevard

Structure of Historic Significance

Several homes are located at this site housing members of the Howard family, founders of the Howard Terminal shipping point.

California Water Service Company  
Pumping Plant  
Walker Avenue

Structure of Historic Significance

California Water Service Company preserved original structure and converted it to an office.

James T. Walker Home  
1200 Northgate Road

Structure of Historic Significance/  
Architectural Specimen

Circa 1868, James T. Walker, nephew of Captian Joseph Reddeford built his mansion on his estate of 1400 acres. James T. Walker was prominent in early Contra Costa politics as a member of the County's Board of Supervisors.

Business  
1322 Main Street

Structure of Historic Significance

Site of original San Ramon Bank and place where Walnut Creek City Council held its first meeting. Corner stone date reads AD 1907.

Burgess Residence  
(Rice Home)  
1956 Hacienda Drive

Structure of Historic Significance

Site of Cibrian Adobe, owned by grandson of Juana Pacheco, grantee of San Miguel Rancho, now Ygnacio Valley. Present home built by Rice family. Later remodeled and lived in by R.N. Burgess, developer of adjoining area called Lakewood.

Lawrence Meat Company  
1423 North Main Street

Structure of Historic Significance

This structure housed a meat selling business for three generations.

Stanley Dollar House  
Tice Valley  
Rossmoor

Structure of Historic Significance/  
Architectural Specimen

In 1930, the R. Stanley Dollars purchased the Tice Valley property and raised horses and purebred herefords which were shown in many fairs. They also built a home which has been a show place for many years. The mansion is now the club house for the Rossmoor Leisure World residents.

Burgess Residence-Rabbitt Cannery  
952 Seven Hills  
Ranch Road

Site of Historic Event

"TO BE DOCUMENTED"







HEIGHT LIMITS SHOWN IN THIS FIGURE  
APPLY TO THE CORE AREA ONLY

Residential districts and areas outside  
the Core Area will apply the height limits  
found in the Zoning Ordinance

#### HEIGHT LIMITS:

- Up to 35 FEET
- 35/50 FEET  
(see program 7.2)
- 50 FEET
- 70 FEET
- 89 FEET

## HEIGHT LIMITS

FIGURE 2-8



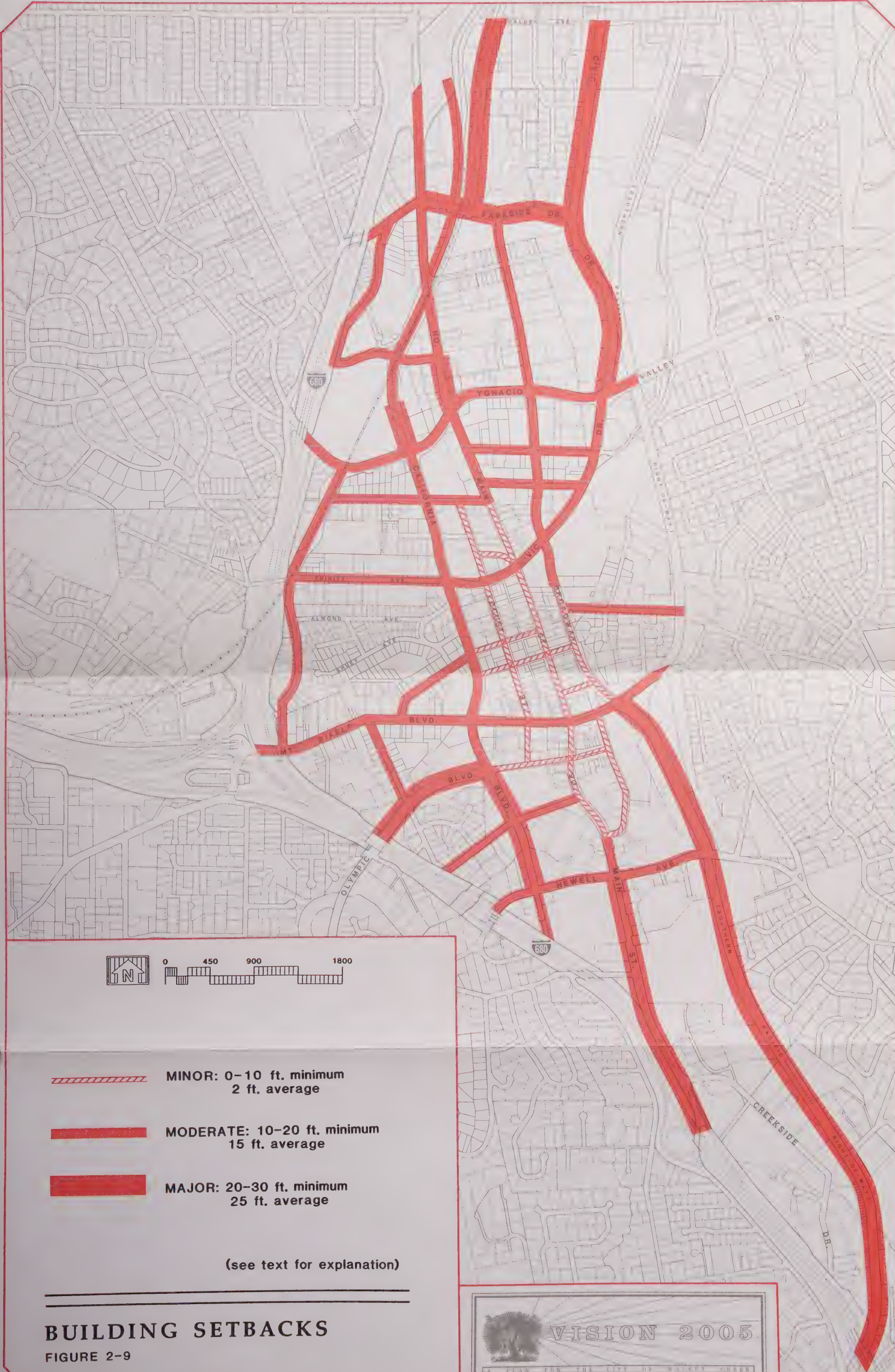
VISION 2005

A PLAN FOR THE CITY OF WALNUT CREEK









**MINOR: 0-10 ft. minimum  
2 ft. average**



**MODERATE: 10-20 ft. minimum  
15 ft. average**

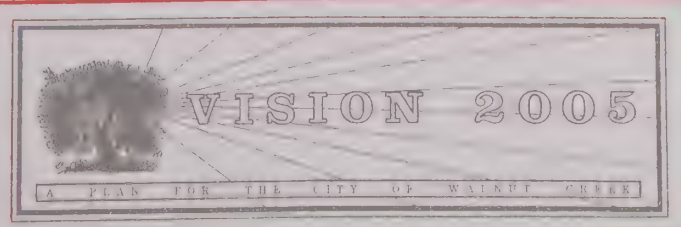


**MAJOR: 20-30 ft. minimum  
25 ft. average**

(see text for explanation)

# BUILDING SETBACKS

FIGURE 2-9







## EXAMPLE A

Moderate Setback: 10' minimum setback/15' average setback

Minimum required setback: 10' from parcel line

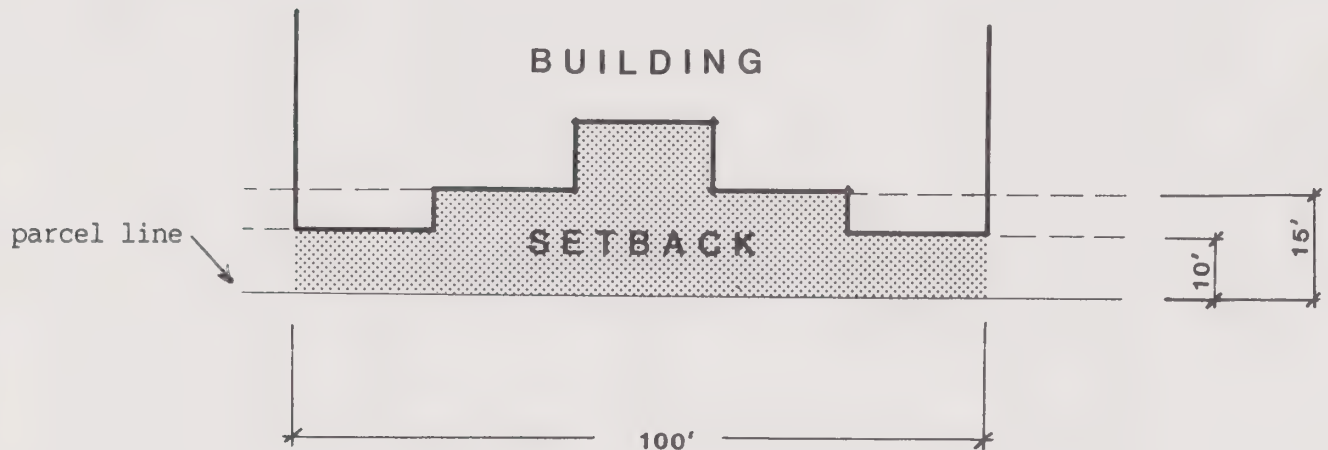
Average required setback: 15' from parcel line

Length of principle building frontage: 100'

Calculated Average Setback

15'(avg. setback) X 100'(building length) = 1500 sqft.

Shaded Setback Area = 1500 sqft.



## EXAMPLE B

Minor Setback: 0' minimum setback/ 2' average setback

Minimum required setback: 0' from parcel line

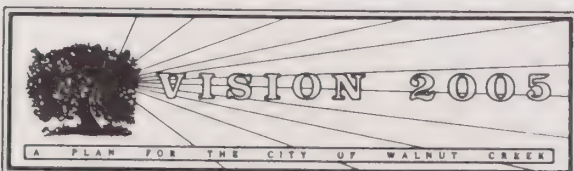
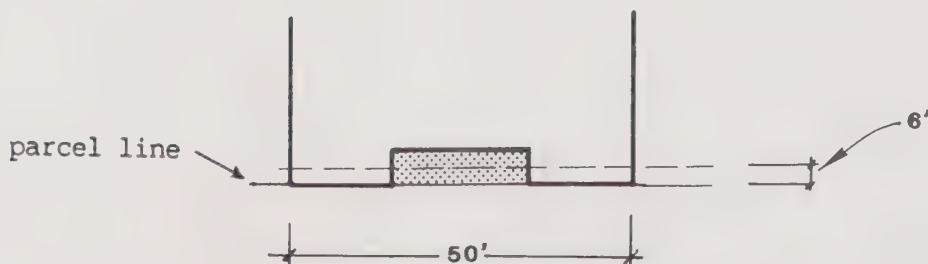
Average required setback: 2' from parcel line

Length of principle building frontage: 50'

Calculated Average Setback

2'(avg. setback) X 50'(building frontage) = 100 sqft.

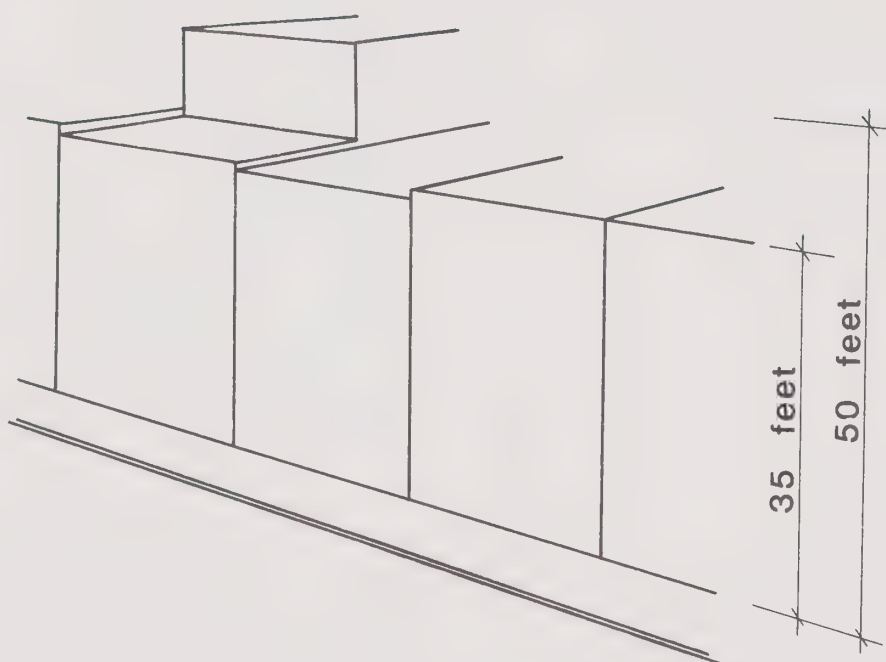
Shaded Setback Area = 120 sqft.



## EXAMPLES OF SETBACK AVERAGING







Above 35 feet, step back building floors.

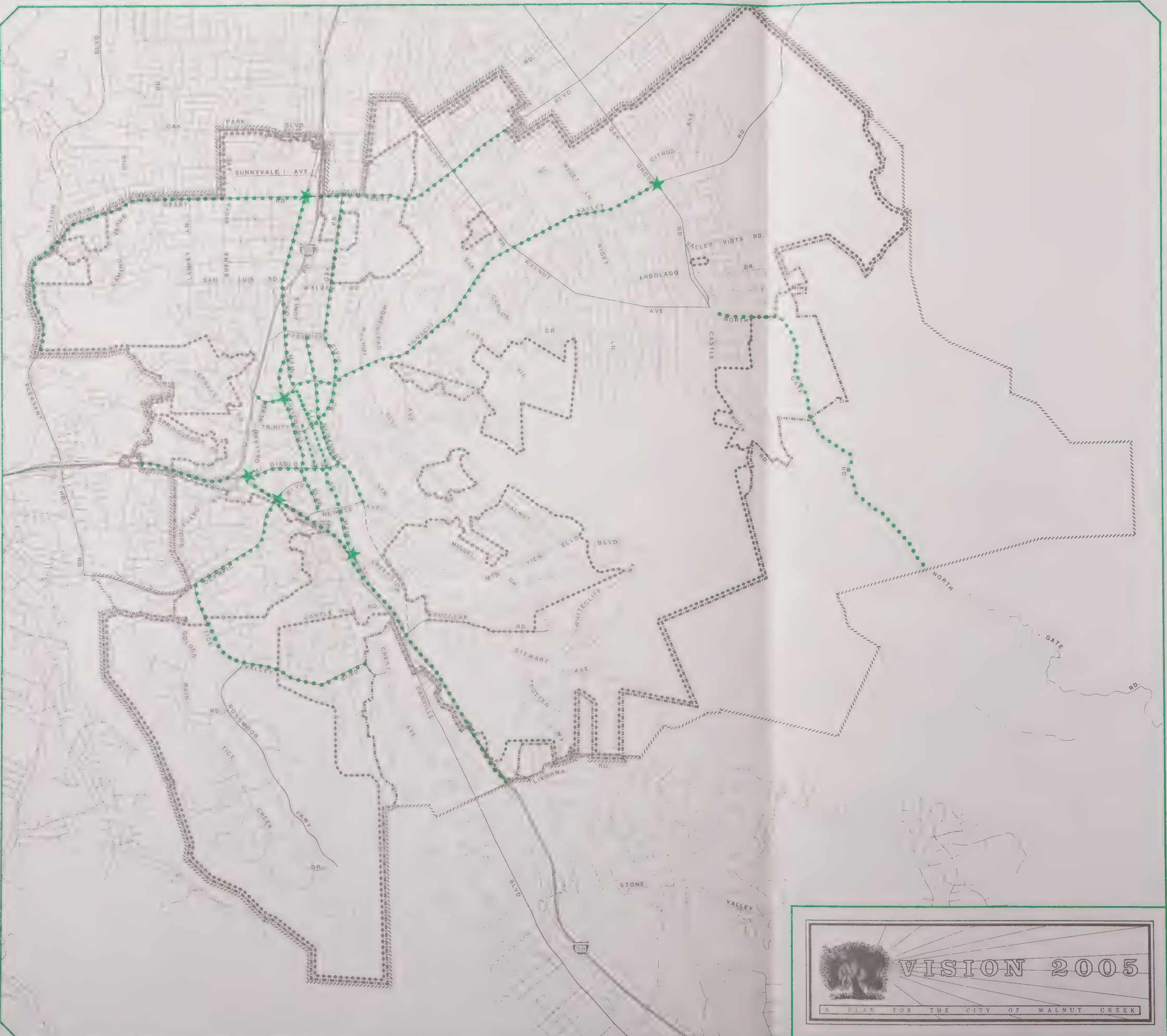


## ILLUSTRATED STEP BACK FOR BUILDING FLOORS



FIGURE 2-12

# GATEWAYS AND SCENIC CORRIDORS



GATEWAYS



AUTO ORIENTED  
SCENIC CORRIDORS



PEDESTRIAN ORIENTED  
SCENIC CORRIDORS



AUTO AND PEDESTRIAN  
SCENIC CORRIDORS



TRANSIT ORIENTED  
SCENIC CORRIDORS







## REGIONAL PLANNING SUBELEMENT - POLICIES

As Contra Costa County continues to expand, it is increasingly apparent that challenges faced by individual communities are in reality the challenges of the region. If workable solutions are ever to be formulated and implemented, a more global view must prevail. This will require cooperation on the part of individual communities, who until recently, have mostly thought in terms of their own individual boundaries.

Some significant strides have been taken toward regional cooperation and planning. The County's general plan update process brought together representatives from each of the County's 18 cities plus other groups and required them to deal with some of the toughest challenges facing the County today. This process has increased participants' awareness of the need to work together toward common goals.

The City of Walnut Creek spearheaded a group called TRANSPAC which is comprised of representatives of five central county cities and the County. Its mission is to work on subregional solutions to the area's traffic problems. This organization provides a forum for discussions about the relationship between land uses, discussions focusing on where people live and work, and what growing communities can do to positively affect this relationship.

The City is a member of the Contra Costa Transportation Commission, which brings together the subregional planning groups in the County. This body is responsible for the development of a countywide transportation and growth management program. The Commission will be responsible for administering over \$800 million for the 20 year program funded by the half cent sales tax measure passed by the voters in November 1988 (Measure C).

The City strongly believes that these kinds of planning efforts are needed if progress is to be made in solving the area's most pressing problem -- traffic congestion. However, there are also other programs that can benefit from this kind of intra-regional dialogue such as expansion of the area's bikeway and trail system, completion of the open space system and establishment of connections between the various open space areas.

As part of the City's General Plan update process, a regional symposium was conducted by the Planning Commission to discuss the issues Walnut Creek and its immediate neighbors should be working on together. The key issues were traffic on Pleasant Hill Road, protection of Burton Ridge, development of lands owned by the Newhall Company and county projects being developed near and in the City's Sphere of Influence.

The City considers awareness of and participation in regional planning an integral part of its planning activities. General Plan goals and policies were developed to reinforce the ongoing commitment to this endeavor.

**GOAL:** To promote and expand cooperative planning between Walnut Creek, local jurisdictions and regional agencies.

**Policy 1:**

Continue to review and comment on projects outside Walnut Creek that directly or indirectly affect jobs, housing, traffic or quality of life within the City.

**Program 1.1:**

Respond to county notices on projects within the City's Sphere of Influence.

Responsibility: Community Development Department

**Program 1.2:**

Appear at county public meetings to verbally express the City's position on particularly significant projects.

Responsibility: Community Development Department

**Policy 2:**

Work with the County, special districts and other central county cities to establish an ongoing subregional forum for developing solutions to such issues as job growth, adequate housing for workers, reduction of inter-city commute traffic, completion of the open space trails network and extension of bikeways.

**Program 2.1:**

Continue to participate in TRANSPAC and the Contra Costa Transportation Commission.

Responsibility: City Council

**Program 2.2:**

Conduct an annual forum with adjacent communities to identify subregional and regional issues and develop a priority list for addressing them.

Responsibility: Community Development Department, Planning Commission

**Policy 3:**

Coordinate with regional transportation planners to assure consistency between the adopted regional and the City's local transportation plans.

**Program 3.1:**

Continue to participate with the Contra Costa County Transportation Commission in the development of regional transportation plans.

Responsibility: Community Development Department



Policy 4:

Obtain input from jurisdictions outside Walnut Creek on how Walnut Creek projects affect them.

Program 4.1:

Continue to notify adjacent jurisdictions of proposed or planned Walnut Creek projects that could affect their community and solicit verbal or written comments from them.

Responsibility: Community  
Development Department

Program 4.2:

Use the forum provided by TRANSPAC to inform affected neighboring jurisdictions of proposed Walnut Creek projects.

Responsibility: Community  
Development Department



## GROWTH MANAGEMENT SUBELEMENT - POLICIES

The previous sections of this Community Development Element have outlined the type, location and intensity of desired land uses in Walnut Creek. The Growth Management Subelement is concerned with the timing of that development. Its purpose is to assure that development will not adversely affect the level of satisfaction people feel with life in Walnut Creek. That satisfaction can be assured if the changes which occur in the City over the next 16 years are perceived by its residents as being positive changes needed to achieve their image of what Walnut Creek should be.

Measure H has been made a part of the Growth Management Subelement by establishing a moratorium which limits commercial and residential development until traffic standards are attained at specified intersections in the City. The complete text of Measure H is set forth on Page 1-9.

The Growth Management System establishes acceptable growth levels while tying development to infrastructure capacities. It recognizes the limits the City has in improving the roadway network. Certain provisions of the Growth Management System are activated only if Measure H traffic standards are met.

The goals and policies in this Subelement are directed toward:

- Establishing standards for needed City services;
- Defining commercial development limits;
- Allocating commercial development over the 16 year plan horizon if Measure H traffic level standards are attained; and
- Coordinating growth management at the regional level.

**GOAL 1:** To plan for growth consistent with existing and projected limitations in traffic infrastructure capacity, recognizing the need for open space conservation, the need to balance jobs and housing, and Walnut Creek's long term ability to finance a full spectrum of high quality community services.

**Policy 1:**

Approve only those projects that comply with the project-specific performance standards for storm drainage, sewer, water and schools. (See Figure 4-1 and Table 2-7 for standards.)

**Program 1.1:**

Require a finding in development approvals that a proposed project complies with all standards listed in Table 2-7.

**Responsibility:** Community Development Department



Policy 2:

Strive to achieve and maintain the Citywide performance standards for administration facilities, libraries, police, fire and parks. (See Table 2-8 for standards)

Policy 3:

Diligently implement Measure C, the Contra Costa Transportation Improvement and Growth Management Program passed by the voters in November 1988.

Policy 4:

Establish service level standards for roadways consistent or more restrictive than those required by Measure C, the Contra Costa Transportation Improvement and Growth Management Program. (See Figure 4-1 and Table 2-9).

Policy 5:

Implement the policies of Measure H, so that until the specified traffic standards are met, certain development is restricted.

Program 1.2:

Develop a procedure for evaluating development proposed in an area where a performance standard(s) cannot be achieved within a reasonable time.

Responsibility: Community Development Department, City Attorney.

Program 2.1:

Reevaluate existing service levels, prepare a needs assessment and develop a priority list for projects needed to maintain/achieve stated service levels.

Responsibility: Community Development Department

Program 3.1:

Participate with County and local jurisdictions in the development of implementation procedures.

Responsibility: Community Development Department, City Manager's Office, City Council

Program 3.2:

Monitor City policies and ordinances to assure compliance, once the Measure C Program has been defined.

Responsibility: Community Development Department

Program 4.1:

Measure intersection levels of service throughout the City every two years to establish existing conditions.

Responsibility: Community Development Department.

Program 5.1:

Restrict new residential and commercial development to levels specified by Measure H until traffic level standards are met.

Responsibility: Community Development Department

Policy 6:

Limit the amount of commercial development permitted citywide to 1.5 million square feet allocated over the 16 year period envisioned by this Plan (1989-2005), and allocate the amount remaining after the Measure H standards are met.

Policy 7:

Encourage annexation of properties within the Sphere of Influence with special emphasis on unincorporated islands.

Policy 8:

Maintain a strong tax base that ensures the City's ability to provide high quality services and amenities to residents on a long term basis.

Program 6.1:

Develop an ordinance which defines the allocation system if Measure H traffic level standards are attained and other components of the Growth Management System are activated.

Responsibility: Community Development Department

Program 7.1:

Provide information to County residents in unincorporated islands about the benefits of becoming City residents.

Responsibility: City Manager's Office

Program 8.1:

Conduct a biennial review of development activity, the progress of Core Area roadway improvements, the effect of the growth restrictions on traffic service levels and sales tax revenues collected.

Responsibility: Community Development Department





## GROWTH MANAGEMENT SUBELEMENT - BACKGROUND

### A. OVERVIEW

Growth over the past 10 years in Walnut Creek and in Central Contra Costa County has put a strain on the roadway network needed to support the approved level of development. This has resulted in increased traffic congestion throughout the area. Dissatisfaction with this condition led voters in Walnut Creek to pass a traffic control initiative (Measure H) in 1985 which reduced the amount of development permitted until some 52 identified intersections on Ygnacio Valley Road and in the Core Area were functioning at 85% or less of their capacity during the morning and evening commute hours.

Studies conducted for this General Plan have shown that without the construction of a major new freeway parallel to Ygnacio Valley Road, this goal cannot be achieved, even if development in the City were completely halted. Walnut Creek's location at the intersection of Highway 680 and 24 will continue to attract regional trips through the City.

Accordingly, the Roadways Subelement calls for the City's participation in regional efforts to finance and construct a new East-West Freeway and for studies of other methods to alleviate traffic congestion in the Core Area and along major roadways in the City.

Certain provisions of the growth management system in this plan will be activated if Measure H traffic service standards are attained. This system addresses the traffic congestion problem within the City while allowing for reasonable growth. It also recognizes the importance of ensuring that new growth does not strain other needed community services.

### B. ASSUMPTIONS

In developing a growth management system (GMS) for Walnut Creek, it is essential to acknowledge there are inherent limitations to what such a program can achieve. No growth management program can solve all the City's traffic problems. Given this fact, it is important to set realistic goals and expectations, while attempting to improve traffic conditions.

The first step in establishing realistic goals is to define the assumptions under which the growth management system is developed. the City's growth management policies and programs are based on the following assumptions:

1. Growth will continue in central and east Contra Costa County.
2. The rate of growth will depend on a number of variables including but not limited to:
  - infrastructure capacity
  - ability to provide additional infrastructure capacity
  - community concern for additional growth
  - growth management programs in Walnut Creek and in neighboring cities
  - amount of available developable land
  - micro- and macro economic forces
  - changing demographics of the region
3. There is a limit to what one community can achieve through growth management; solutions can only be achieved through regional cooperation.
4. The economic vitality and physical well-being of a community must be considered in any growth management program.
5. Traffic congestion may continue to increase.
6. People will continue to use the automobile as their primary travel mode until congestion reaches intolerable levels and/or viable alternatives are provided.
7. To date, no major roadway improvement that will substantially improve traffic on Core Area roadways, particularly Ygnacio Valley Road, has been identified which is acceptable to the City of Walnut Creek.

## C. DEVELOPMENT LIMITS

The second step in designing the growth management system for Walnut Creek is to determine what type of development should be controlled and by how much. Recognizing that even with no additional growth, traffic congestion will continue to impact Walnut Creek, the City has determined that some growth should be permitted to achieve other community goals.

Measure H provides several exceptions to its general restrictions on development. (See text of Measure H at p. 1-9.) If Measure H traffic service level standards are met, the Growth Management System establishes different restrictions on growth. The Growth Management System also recognizes that some growth should be permitted to advance the goals of maintaining a competitive retail base, enhancing the Downtown (Main/Locust Streets), providing affordable housing for local workers, ensuring a scale of development that achieves City design goals and maintaining the highest quality of City services.

The City's Growth Management System has several components:

1. First, it establishes standards for storm drainage, sewer, water and schools which must be met before development proceeds. It also establishes standards for administration facilities, libraries, police, fire and parks. Compliance with these latter standards is not required as a prerequisite to project approval. These standards are goals which assist in the City's capital budgeting.

The system establishes roadway standards which are more restrictive than those specified in Measure C. In November of 1988 the voters of Contra Costa County adopted Measure C, the Contra Costa Transportation Improvement and Growth Management Program. This measure makes money available through a 1/2 cent sales tax to all cities and the County for roadway improvements but only after a statement of compliance with the Growth Management Program is granted by the County Transportation Authority. Walnut Creek desires to work within the spirit and intent of the Measure C Growth Management Program. The City is committed to doing everything that is environmentally acceptable and financially feasible to attain/maintain Measure C standards.

Measure C states that in the event an intersection(s) exceeds the applicable traffic service standard, the Authority shall, jointly, with local jurisdictions, establish appropriate mitigation measures or determine that a given intersection is subject to a finding of special circumstances.



It will be necessary for the City to work with the Authority to determine under what circumstances such a finding can be made. Once the criteria has been established, the City will adopt an ordinance which addresses whether development may proceed if it impacts intersections not controlled by Measure H which cannot meet the prescribed standard.

Acceptable roadway service level standards for identified intersections of major roadways are specified in Measure H. (See text of Measure H, p. 1-9.) Since Ygnacio Valley Road and the Treat/Geary/Pleasant Hill Corridor are routes of regional significance, and a considerable amount of the traffic is regional traffic, the City will work with neighboring communities to identify appropriate measures and programs for mitigating traffic impacts, beyond those described in this General Plan.

Roadway improvements which offer some traffic relief will be constructed and the City has identified transit and TSM programs to address the problem. (See Transportation Element for further discussion of these programs.)

2. Next and most important, the City's Growth Management System establishes a limit on the amount of commercial (office and retail) development. The commercial cap is 1.5 million square feet until Year 2005. This portion of the Growth Management System will be modified by development restrictions until Measure H traffic standards are attained.
3. A third component will allocate the amount of commercial development remaining if Measure H traffic level standards are attained. This will allow for the impacts to be absorbed more gradually over the 16 year period envisioned in the Plan. The details of this allocation program will be developed if Measure H standards are met, and will be contained in a separate implementing ordinance.
4. A fourth component of the system exempts development which is deemed to provide public benefit from the commercial cap after Measure H standards are met:
  - . Hospitals
  - . Medical clinics
  - . Publicly owned and occupied facilities
  - . Schools
  - . Cultural facilities
  - . Recreation facilities
  - . Parking structures
  - . On-site reconstruction of existing structures which have been damaged, destroyed or demolished, provided that the structure as reconstructed shall not exceed the previously existing square footage of the structure.

In the event the Contra Costa Transportation Commission adopts special circumstance requirements which cities must implement in order to receive Measure C Local Street Maintenance and Improvement funds, and if those requirements are inconsistent with the exemptions in this paragraph, the City's requirements will be amended to comply with Measure C requirements.

5. Traffic Level of Service Standard Calculation.

The traffic level of service standards for this growth management system will be calculated as follows: Traffic levels of service at intersections will be calculated pursuant to the Planning Method as specified in the Transportation Research Board Circular 212, dated January 1980. The Planning Method will be used to determine the level of service for all planned developments and to calculate existing service levels at intersections. Trip generation statistics for land uses will be based on the latest edition of the Institute of Transportation Engineers (ITE) Trip Generation Informational Report. The average ITE trip generation rates will be used in forecasting traffic volumes.

Table 2-7

Project-Specific Performance Standards

| <u>Service</u>    |  |
|-------------------|--|
| 1. Water          | Prior to project approval, written verification from the applicable water district that adequate water quantity, quality and distribution can be provided. |
| 2. Sewer          | Prior to project approval, written verification from Central Contra Costa Sanitary District that adequate collection and treatment can be provided.        |
| 3. Schools        | Prior to project approval, written verification from the appropriate school district that adequate capacity is available.                                  |
| 4. Storm Drainage | Concurrent with development, provision of drainage facilities to accommodate peak flows due to project development.  |



Table 2-8

Citywide Performance Standards

| <u>Service</u>               | <u>Standard</u>   |
|------------------------------|---|
| 1. Administration facilities | Maintain a ratio of 1200 sq. ft. per 1000 City resident population  |
| 2. Library facilities        | Maintain a ratio of 600 sq. ft. per 1000 City resident population   |
| 3. Police                    | Maintain a 3-5 minute response time for emergency calls and 20 minute response for other calls 95% of the time. |
| 4. Fire                      | Maintain 3 minute run time 90% of the time.   |
| 5. Parks                     | Maintain a ratio of 5 acres of active parkland per 1000 City resident population.                               |

Table 2-9  
Roadway Level of Service Standards<sup>1</sup>

| <u>Roadway</u>  | <u>Standard</u>                            |
|---|--|
| 1. All residential streets/<br>intersections outside the Core<br>Area.  | Level of Service "C"<br>(v/c = 0.75-0.79)* |
| 2. Residential streets/<br>intersections inside the Core<br>Area in the Almond/Shuey,<br>Creekside, and Carmel/Lincoln/<br>Mt. Pisgah and Shady<br>Lane/Main Chance<br>neighborhoods. | Level of Service "C"<br>(v/c = 0.75-0.79)  |
| 3. Collectors: Streets and<br>intersections.  | Level of Service "D"<br>(v/c = 0.80-0.84)  |
| 4. Arterials: Streets and<br>intersections.   | Level of Service "D"<br>(v/c = 0.85)       |
| 5. Regional Corridors: Ygnacio<br>Valley Road   | Level of Service "D"<br>(v/c = 0.85)       |
| Treat Boulevard and Pleasant<br>Hill Road.  | Existing Level of Service.                 |
| 6. Core Area Roadways and Inter-<br>sections (bound by I-680,<br>Southern Pacific Right-of-Way<br>and Walden Road).   | Level of Service "D"<br>(v/c = 0.85)       |

(Refer to the Roadways Subelement of the Transportation Element for additional information on roadway capacities and levels of service.)

\*Volume to capacity ratio

<sup>1</sup> These Roadway Service Level Standards shall remain in effect until such time as Measure H traffic level of service standards are attained.

## E. PERFORMANCE STANDARDS

This section evaluates the City's current status relative to the performance standards established by the Growth Management System. A more complete description of existing conditions and future constraints begins on page 2-98. All dollar amounts are based on 1988 dollars.

### PROJECT SPECIFIC PERFORMANCE STANDARDS

#### 1. Water Supply

Standard: Verification from the applicable water agency that adequate water quantity, quality and distribution can be provided.

Inventory: Both CCWD AND EBMUD have adequate water supply until Year 2005 except EBMUD will surpass their 'safe yield' limit by the late 1990's. The distribution system is adequate, except for the Rancho Paraiso area. This will be remedied in conjunction with development in that area, should it be approved.

Phasing: Both districts are currently engaged in procuring additional water storage facilities.

Financing: The cost to individual cities is unknown at this time. It is expected that some of the cost for additional reservoirs or conveyance canals will be supported through bond measures put before the voters.

#### 2. Sewer

Standard: Verification that adequate collection and treatment can be provided.

Inventory: The treatment facilities are adequate to handle a Walnut Creek population of 80,000 people. The holding capacity of the General Plan is about 81,000 people. Currently the collection system is operating adequately; no major additions are foreseen. The system will need upgrading as required by new development.

Phasing: New development will require the extension of collection lines.

Financing: The cost of extending collection lines will be borne by individual project developers. Appropriate fees are collected by the County Sanitary District.



### 3. Schools

Standard: Verification from the district that adequate capacity is available.

Inventory: Currently two of three school districts serving Walnut Creek are operating within capacity (Mt. Diablo and Acalanes Union). Capacity is expected to be reached in the mid 1990's. The districts are monitoring this situation and will take appropriate action, when necessary, to ensure adequate capacity.

Walnut Creek District is expected to reach capacity in 1989. The district is considering the possibility of reopening Parkland Elementary School, shifting attendance boundaries and using portable classrooms.

Phasing: Providing improvements to accommodate additional students falls within the purview of the county school districts and occur in concert with demonstrated need.

Financing: The Mt. Diablo School District collects a school impact fee for new residential development (\$1.50 per square foot of habitable space and \$.25 per square foot for commercial.) This money is used by the district for expanding school facilities. The other school districts could impose a similar fee system but have not as of this writing.

### 4. Storm Drainage

Standard: Provision of drainage facilities, as required by the City, commensurate with project development.

Inventory: Except for four areas the City's storm drainage system operates adequately. Plans are underway to address drainage concerns in those areas. (See Phasing section below.)

- Phasing:
1. Larkey Lane area: Identified as Drainage Area 46; plans developed and adopted. Funding needs to be procured to initiate construction.
  2. Castle Hill/Lancaster Road area: Identified as Drainage Area 67. Plans developed but not adopted due to citizen protests. An EIR was done on the project and will go before the Council by December 1988. Once approved, funding will need to be procured.

3. Homestead/Walnut Boulevard area: Identified as County Service Area D-2. Conceptual plans have been developed; construction plans need to be developed and funding generated.
4. San Ramon Bypass: Designed to alleviate flooding in the central portion of the City in the vicinity of San Ramon Creek. Completion expected in 1990.

Financing: Funding for Drainage areas 46, 67 and County Service Area D-2 comes from the City and any available grant monies the City is able to procure. The San Ramon bypass is funded by the Federal government (92%) and Contra Costa County (8%).

### ROADWAY STANDARDS

These standards are part of the GMS but are separate from the project specific standards.

Standard: The GMS establishes service levels for City streets depending on type of roadway and location (refer to Table 2-9). These standards are consistent with Measure H and the Growth Management Program, and more stringent than the Revised Contra Costa Transportation Improvement and Growth Management Program.

Inventory: Based on calculation of service levels using the Circular 212 planning method, 20 intersections are currently operating at capacity in the City at the evening peak hour (refer to Table 4-4 in the Roadways Subelement). These intersections are along major regional arterials and in the Core Area. Measurement of actual operating levels of service will be undertaken every two years to determine whether the established service levels are met.

Phasing  
and

Financing: Needed improvements are described in the Roadways Subelement of this Plan (refer to Table 4-1). These will be funded through the City's Capital Improvement Program.

## CITYWIDE PERFORMANCE STANDARDS

### 1. Administration Facilities

Standard: 1,200 square feet per 1,000 resident population<sup>1</sup>

Inventory: Includes City Hall, police department, corporate yards, Park Place. Does not include rented or leased space.

Existing square feet: 63,389 square feet<sup>2</sup>  
Ratio: 1,013 square feet per 1,000 population

Currently (1988) there is a critical demand for additional space in the City's administrative building. Originally the building was designed to house 114 employees; in 1988, 189 employees were working in the building.

Phasing  
and  
Financing:

The City Council appropriated \$1 million on October 11, 1988 for expansion of City Hall facilities. This amount falls short of the amount required to adequately remodel the building to remedy current space shortages and provide sufficient room for future expansion. No additional monies for City Hall expansion have been allocated in the City's 10 year CIP budget (1988-1998).

### 2. Library Facilities

Standard: 600 square feet per 1000 resident population<sup>3</sup>

Inventory: Includes the two county operated libraries in Walnut Creek (See Figure 2-13, Community Facilities).

Existing square footage: 22,740 net square feet  
Ratio: 364 square feet per 1,000 population

Based on the above standard, there is a substantial deficiency in library facilities.

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<sup>1</sup>Based on a national standard, taken from the City of Carlsbad Growth Management Plan.

<sup>2</sup>Community Development Department data base.

<sup>3</sup>Selected by Walnut Creek Planning Commission, 1988. Based on amount of library square footage per resident population in other Contra Costa cities.



Phasing: Although the County operates the libraries, the City owns the buildings. If the standard 600 square feet is to be achieved, expansion of existing facilities or construction of new facilities will be required.

The City has a policy to pursue upgrading of the library facility on Broadway (Civic Arts, Policy 3). The need for additional facilities may become more critical as the City's population expands over the life of the general plan.

The City will need to monitor the situation and take appropriate steps. A status report on the City's library standard will be included in the annual report to the Council on the General Plan.

Financing: Funding of library expansion would be through the City's CIP budget. Grant monies may be available to help defray costs.

### 3. Police

Standard: Maintain a 3-5 minute response time for emergency calls and 20 minute response for other calls 95% of the time.

Inventory: Currently, the police department operations meet the stated standard.

Phasing: Current plans (1989) include expansion to 82 sworn officers and the addition of a tactical team. The expansion of staff will occur as the City's population increases. The need for additional sworn officers will be assessed on a biennial basis in conjunction with the CIP budget review.

Financing: The City's operating budget. Increases for additional staff requires City Council approval.

### 4. Fire

Standard: A run time of 3 minutes or less, 90% of the time<sup>4</sup>

Inventory: Existing facilities: Six county fire stations service the City.  
Ratio: Currently the standard is met with the exception of the Rossmoor and Northgate areas.

Phasing: Plans are underway to relocate Station #3 closer to Rossmoor (refer to Figure 16). Completion of this move is expected by 1994.

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<sup>4</sup>Contra Costa County Fire District Standard.

A new station will be constructed in the Walnut Avenue/Wiget Lane area. Completion is expected by 1990.

With these additions, it is expected that the City standard for fire protection will be met under existing and future conditions.

Financing: The County fire district is responsible for funding service improvements in their districts. the City contributed \$1 million for the construction of the Walnut/Wiget station and the relocation of Station #3.

## 5. Parks and Recreation

Standard: Five acres per 1,000 resident population

Inventory: Includes all City owned and operated parks and recreation facilities. Includes both active and passive recreation areas but does not include City owned open space, except for open space activity areas. (Refer to Figure 5-3).

Existing Acreage: 339.7 acres (includes open space activity areas and land banks)

Ratio: 5.4 acres per 1,000 population

Based on a projected population of 81,000 (holding capacity of the General Plan), the City will meet the 5 acres/1,000 resident population standard.

Phasing: Completion and implementation of the master plans for the City's open space activity areas will add active parkland to meet most of the City's active parkland standard requirements. This is expected to occur within the next seven to ten years. Development will be scheduled as City or outside funds become available.

The City may pursue the purchase of additional active park areas should the planned open space activity areas not totally meet the City's park standards. The need for these types of facilities will be evaluated during the annual review of the General Plan, expected to occur in early 1990.

Financing: On October 11, 1988, the City Council appropriated \$8 million for the acquisition of open space. As additional lands are acquired some could possibly be developed for active recreation uses.

Monies for completing the existing open space and land bank parks master plans total approximately \$5 million and will come from Federal and State grants in addition to local funds.

## PUBLIC FACILITIES AND SERVICES

This section provides an expanded discussion of City public services and facilities. The information in this section was used to formulate the preceding section on Performance Standards.

### A. WATER SUPPLY AND DISTRIBUTION

#### 1. Existing Conditions

Water is supplied to Walnut Creek through two separate water districts (see Figure 2-14). East Bay Municipal Utility District (E.B.M.U.D.) services about two-thirds of the City including the western, central, and southern portions. E.B.M.U.D. also services the cities and unincorporated areas of western and southern Contra Costa County, as well as certain areas of northern Alameda County. Contra Costa Water District (C.C.W.D.) services primarily the northern and eastern portions of Walnut Creek. Contra Costa Water District also services parts of the northern and eastern sections of the County.

##### a. East Bay Municipal Utility District

The principal source of water is the Mokelumne River which feeds the Pardee and Camanche Reservoirs. The Pardee reservoir has a holding capacity of 68.4 billion gallons while the Camanche Reservoir has a holding capacity of 140.4 billion gallons. Water travels approximately 85 miles through the Mokelumne Aqueduct pipelines to the Walnut Creek filter plant which processes up to 85 million gallons per day (MGD). From here, the supply system continues westerly to other storage plants servicing the rest of the district.

There are presently 8,886 metered service connections within the Walnut Creek City limits serving a population of 42,100.<sup>5</sup> Average daily consumption is 8.24 million gallons (MG) of which 74% is residential consumption, 22% commercial, .6% industrial and 3% public authority.<sup>6</sup> As of 1985, average residential water consumption for the Walnut Creek area within the E.B.M.U.D. boundaries was 410 gallons per dwelling unit (G/DU).<sup>7</sup> Assuming an average household size of 2.22,<sup>8</sup> per capita residential consumption is approximately 185 gallons per capita per day.

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<sup>5</sup>Figures are as of 1985

<sup>6</sup>Figures representing fiscal 84-85

<sup>7</sup>Most recent available figure includes both single family and multiple family units

<sup>8</sup>Department of Finance estimate, January 1, 1986



b. Contra Costa Water District

The source of water is the intake at Rock Slough and at Mallard Slough off the bay front of Pittsburg in the Delta. Water is stored in Mallard Reservoir in North Concord. The holding capacity at this facility is approximately one billion gallons. At this point, water is treated and then pumped to various reservoirs around the district. Three of these are located in the Walnut Creek area. All three reservoirs are enclosed reinforced concrete structures. Total capacity is approximately 6.0 MG (stored) for the Walnut Creek area,<sup>9</sup> serving approximately 20,000 people. Eighty percent of the water is consumed by residential sources, 14% commercial, 1% industrial and 5% public authority. Consumption for the Walnut Creek area within the CCWD boundaries is approximately 700 G/DU.<sup>10</sup> Again assuming an average household size of 2.22, consumption is approximately 315 gallons per capita per day.

2. Future Constraints

a. E.B.M.U.D.

Projections for water demand were conducted by the district using a figure of 220 MGD based on normal use for 1987. This number is expected to rise to 270 in the year 2020. Although contractual agreements can provide a maximum of 325 MGD to the district in most years, actual water availability, because of periodic drought years, is much lower. For this reason the supply available to limit level of rationing in drought is estimated to be 250 MGD today and will decline to 225 MGD in the year 2020. Projections show that demand level will be surpassed by the early 2000's.<sup>11</sup>

Due to the district's commitment to high quality water at the source, E.B.M.U.D. contracted with the US Bureau of Reclamation (USBR) in 1970 for 134 MGD from the American River. A canal diverts water south from Lake Natoma (on the American River just below Folsom Lake in Sacramento), to the Rancho Secco power plant. E.B.M.U.D.'s pipeline connection from the canal to the Mokelumne Aqueduct has not been constructed due to litigation arising from environmental concerns. However, the district will always maintain legal rights to the additional water. In addition to this project, E.B.M.U.D. is also considering a reservoir site south of Moraga.

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<sup>9</sup>Letter from CCWD, November 5, 1984 (second family unit ordinance file, Rezoning 7068-33.)

<sup>10</sup>This figure is higher than the EBMUD figure due to the large number of single family dwelling units in the service area.

<sup>11</sup>Buildout determined by District; based on ABAG and Department of Finance figures.

Recent pipeline expansions in the San Ramon Valley have upgraded the capacity of the system there to provide for ongoing growth. A study is being conducted to determine if a new filter plant is necessary in the San Ramon Valley. If it is, the pipeline network connecting the Walnut Creek filter plant with the San Ramon Valley will be upgraded, thus indirectly benefiting the Walnut Creek system. The filter plant in Walnut Creek is expected to be adequate until the mid-1990s, with or without construction of a new plant in San Ramon Valley.

b. Contra Costa Water District

Currently the water supply division has contractual agreements for up to 195,000 acre-feet per year (AF/YR) or 174 MGD. Overall, water supply for the district will be adequate into the next century. To supplement its system for improved reliability and water quality, C.C.W.D. has received voter approval of funding for the proposed Los Vaqueros reservoir.

There are constraints due to elevation within the district. The district is set up with pressure zones designated by specific elevations. If a parcel of land is above the top elevation of the zone, water must be obtained from the next higher zone. If a system does not exist, water will not be available until the proper facilities are constructed.

This poses a problem for the Rancho Paraiso area off Northgate Road as there is no reservoir high enough to service this area. The Contra Costa Water District is currently developing an assessment district for the area which would include pipes, pumps, and a reservoir. A system has been constructed in the Castle Rock area which will provide service up to an elevation of 325 feet. Recently, a reservoir was completed in the Shell Ridge area that provides service to the valley between elevations of 110 and 215 feet.

The district's 1987 Treated Water Master Plan further outlines expansion plans for the future.

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<sup>7</sup>Buildout determined by District; based on ABAG and Department of Finance figures.

## B. STORM DRAINAGE

### 1. Existing Conditions

The majority of the City's gravity storm drainage system consists of an underground piping network which carries water from some 2,116 catch basins and curb inlets. The 100 miles of underground improved storm drains along with 40 miles of open ditches all empty into local flood control channels. Any new development projects are required to install adequately sized underground storm drainage systems on site which include a minimum pipe diameter of 15" for any publicly maintained system. To ensure adequate drainage, developers are required to submit an analysis of present and proposed runoff and identify and fund any necessary off site improvements. In addition, studies concerning the effects of ultimate buildout on flooding potential are conducted by the Contra Costa County Flood Control District. Improvements necessitated by the aging portions of the network systems are budgeted into the City's Capital Improvement Program. To assist in financing these drainage districts, the County contributes additional monies, as well as property owners affected by any newly formed assessment district.

### 2. Future Constraints

It is the City's goal to control and alleviate substantial flooding problems through the use of special requirements for new development and the installation of improvements in existing flood areas. the City's storm drainage system operates adequately except for three areas: the Walnut Boulevard area between Sierra Lane and Homestead Avenue (County Service Area D-2); the Larkey Lane area (Drainage Area 46); and the Castle Hill and Lancaster Road area (Drainage Area 67). Conceptual plans have been prepared for storm drainage improvements in Area D-2. Detailed construction plans need to be developed and funding generated before the plan can be implemented. Plans for Drainage Area 46 were recently adopted by the County and City to remedy major problems in the Larkey Lane area. This area system is awaiting funding and construction. A similar situation exists in Drainage Area 67; however, due to citizen protests, a major area wide system has not yet been adopted. Flood conditions in many parts of the City will be remedied with completion of the San Ramon Bypass.



## C. SEWER SERVICE

### 1. Existing Conditions

Sewer services and facilities are provided by the Central Contra Costa Sanitary District. This is a special district with its own board of directors who are elected by residents of the service area. The district services the entire Central County area from Martinez to parts of San Ramon, and from Moraga to Clayton. Waste water treatment is provided by one central plant located near the intersection of Interstate 680 and Highway 4 in Martinez.

Presently, eighty-five percent of the influent is generated by residential sources, 12% by commercial and 3% by industrial. Currently, the average flow generation is 75 gallons per capita per day in the Walnut Creek Area.<sup>8</sup> Holding ponds at the facility have a capacity of 170 million gallons. The Regional Water Quality Control Board sets maximum limits for the volume of sewage that can be treated during the "average dry flow period" (defined as the three driest months of the year). This limit is currently set at 45 million gallons per day (MGD). Currently, the plant is treating 36 MGD. The "wet flow period" limit is set at 75 MGD to account for increased flows during winter months (sometimes reaching 220 MGD). The waste treatment plant has never had to discharge untreated effluent. The discharge point is located in the middle of the channel of Suisun Bay directly off the Martinez bay front.

### 2. Future Constraints

The planning division of the district works with a ten-year time frame using ABAG population projections along with relevant city and county general plans to determine future needs. While future expansions may be necessary, the present plant treatment limit of 45 MGD is considered sufficient through the mid-1990's.

Using ABAG figures, the district assumed a buildout of 76,500 people in Walnut Creek.<sup>9</sup> This would increase total base flow by 1.1 MGD.<sup>10</sup> While the treatment facilities can accommodate this extra load, the collection system would need upgrading, specifically the main trunklines servicing the City. To help offset collection problems in the future, two segments of the new 60-inch San Ramon trunk sewer project will be installed in Walnut Creek along the Southern Pacific right-of-way; the first from Mt. Diablo Boulevard to Ygnacio Valley Road, and the second from Newell Avenue to Murwood Drive. The Walnut Creek downtown bypass is also being constructed and when completed will link the

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<sup>8</sup> Figure as of Winter, 1985.

<sup>9</sup> City of Walnut Creek Police Long Range Plan, April 1, 1986 (projection).

<sup>10</sup> Assuming a population increase of 18,000 x 75 gal/cap/day.

northern end of the San Ramon Valley interceptor line in Walnut Creek to the southern end of the major sewer interceptor.<sup>11</sup> Additionally, any number of smaller lines would need to be upgraded depending on the intensity of development. Development would incur the cost of these improvements in the form of developer and connection fees. These fees are assessed and collected by the District's planning department on a per case basis.

#### D. SOLID WASTE

##### 1. Existing Conditions

Collection is provided by Valley Waste Management Inc., a private company which serves the area from San Ramon to Walnut Creek. A total of 13,181 Walnut Creek homes are presently being serviced along with 970 commercial accounts, and 274 apartment buildings. Disposal facilities are provided via permit at the 350 acre Acme Landfill in Martinez which is shared by four other disposal companies.

##### 2. Future Constraints

All present permits with Acme Landfill are due to expire in June, 1989. The County Board of Supervisors is in the process of choosing a landfill site. If a site does not receive final approval, the solid waste bound for Acme will have to be distributed to existing landfills in Antioch and Richmond. If Acme Landfill is forced to cease operations in June 1989, it is estimated the County will run out of landfill capacity by 1989.<sup>12</sup>

The City of Walnut Creek has developed a two-part recycling program in response to both the region's lack of landfill space and the passage of Assembly Bill 2020, the California Beverage Container Recycling and Litter Reduction Act. This program is discussed further in the Conservation and Open Space subelement.

#### E. SCHOOLS

##### 1. Existing Conditions

Students with Walnut Creek addresses attend a total of five different school districts. Of these, three operate within Walnut Creek: Walnut Creek School District (W.C.S.D.), Mt. Diablo Unified School District (M.D.U.S.D.), and Acalanes Union School District (A.U.S.D.) (see Figure 2-15). The three districts combined operate eight elementary schools (K-5), two middle schools (6-8), and two high schools. The other two school districts which admit Walnut Creek students are Alamo schools in

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<sup>11</sup>CCCSD Annual Report 1986-1987.

<sup>12</sup>Oakland Tribune article, December 13, 1986, p. A-9

the San Ramon Valley Unified School District (S.R.V.U.S.D.) and Lafayette schools in the Lafayette School District (L.S.D.). In addition to public schools, twenty private schools are currently operating in Walnut Creek ranging in enrollment from one to 289 students.

a. Walnut Creek School District

The Walnut Creek School District essentially covers the western half and parts of northern Walnut Creek and operates five elementary schools and one middle school. The middle school at Parkmead has been closed and is being rented by the Dorris-Eaton Private School. Walnut Creek Elementary has been closed and the facilities are being utilized by adjacent Walnut Creek Intermediate. Tice Valley Elementary's buildings have been sold to the Jewish Community Center and its playing fields to the City of Walnut Creek. No current plans are being considered to either build additional school facilities or to close down existing ones. (See Table 2-10 for enrollment capacities).

b. Mt. Diablo Unified School District

Mt. Diablo Unified School District, essentially covering the eastern half and parts of northern Walnut Creek (as well as Concord, Pleasant Hill and beyond), operates three elementary schools, one middle (intermediate) school, and one high school in Walnut Creek. Two other elementary schools have been previously closed in the area, including San Miguel Elementary, which has been sold to a private school, and Castle Rock Elementary which has been mothballed for the time being. Presently, there are no plans to extend or reduce the remaining facilities.

c. Acalanes Union High School District

Currently, Acalanes Union High School District only operates one high school in Walnut Creek. A second high school (Del Valle), has been closed and some of the property sold to UDC Homes and the Golden Rain Foundation. Presently there are no plans to expand or reduce existing school facilities.

d. San Ramon Valley Unified School District

Two elementary schools, one intermediate and one high school in this district admit Walnut Creek students who live in the south east section of the City.

e. Lafayette School District

Two elementary schools in this district, Springhill and Burton Valley, admit Walnut Creek students who live in the northwest section of the City.



2. Future Constraints

It should be noted that as of January 1, 1987, it was possible for parents to enroll students in the school districts where the parent works. This could shift enrollment figures for the districts since many jobs are found outside the Walnut Creek area.

a. Walnut Creek School District

Facilities reached capacity in 1988-1989; however Parkmead Elementary will re-open in September 1989. The district anticipates an adequate number of rooms will be available thus reducing the number of portables. The Governing Board will also be changing the attendance school boundaries in September 1989.

b. Mt. Diablo Unified School District

Available projections show that the District facilities will be adequate at least until the year 1994. Currently, Walnut Acres Elementary and Foothill Intermediate are at capacity and Bancroft Elementary is approaching capacity. As with W.C.S.D., if enrollment begins to exceed capacity, district lines could be adjusted to alleviate potential overcrowding, however, portables would probably be used before this step is taken. If needed, Castle Rock could be reopened, but this is not presently anticipated.

c. Acalanes Union High School District

Currently, Las Lomas High School is operating well under capacity and the District has no future plans for additional high school facilities in the Walnut Creek area. The District is projecting that capacity will be reached in 1995. Possible expansion of facilities and boundary shifting will be considered although currently no plan has been formulated.

d. San Ramon Valley Unified School District

Both Monte Vista High School and Alamo Elementary are approaching capacity. Plans are underway to expand both schools. Rancho Romero Elementary and Stone Valley Intermediate are both operating under capacity however, expansion is anticipated in the future to accomodate increasing enrollments.

e. Lafayette School District

Springhill Elementary is approaching capacity, however no future capacity problems are anticipated. Capacity at Burton Valley Elementary is also expected to be adequate in the future.

## F. FIRE PROTECTION

### 1. Existing Conditions

Fire protection is provided by the Contra Costa County Consolidated Fire District. The governing body is the Contra Costa County Board of Supervisors. The Board appoints an advisory commission composed of one representative from each of the major geographical areas serviced. The five member commission acts in behalf of the cities' interests in an advisory capacity only. The District services Central Contra Costa County (185 square miles) and maintains eighteen fire stations. Six stations service the Walnut Creek Planning Area on a regular basis. (See Figure 2-11).

All Walnut Creek area stations maintain a minimum full-time (around the clock) staff of three fire fighters each, except two of the larger stations which employ a minimum of six. The minimum available on-call personnel at the six stations is twenty-four. All stations employ emergency medical technicians and paramedics are employed by local ambulance services. There are also Reserve Fire Fighters assigned to individual stations throughout the District, one of which is Station #15 in Lafayette. A typical residential fire call involves a minimum of three engine companies with nine fire fighters and one battalion chief. A typical commercial fire call involves two engine companies and one ladder truck company with a battalion chief.

Emergencies are broken down into time frames as follows: reflex time is the time measured from the exact instant the emergency starts (initial spark, chest pains), to the time that the engine arrives on the scene and initiates action; response time is measured from when the alarm is processed to the time the engine company is notified (45 seconds on average); run time is measured from the time the engine leaves the station to the time it arrives on the scene. An average run time is currently three to five minutes 90% of the time, but has been known to reach up to eleven minutes in the Northgate area. Today, Walnut Creek maintains a "Class 3" fire rating on a scale of one to ten where one is the most desirable. Studies show that approximately 65% of all calls in the District are medical emergencies.

### 2. Future Constraints

The need for any expansion of District facilities is determined by the number of emergencies from individual stations and corresponding run times. The District has determined that it is necessary to arrive at the scene of an emergency within five minutes from the time of discovery for both fire and medical calls. The goal is to make the run time less than three minutes 90% of the time within the District. This can be accomplished by locating stations three miles apart and by having them service a one and a half mile radius.

A two and a half-year district study which concluded in 1985, determined that two areas of concern exist in Walnut Creek. One is an area near Rossmoor. Currently, Station #3 on Whyte Park Avenue and Boulevard Way services this area but is experiencing average run times of 5.7 minutes due to distance and topography. Since 85% of the calls this station is handling are medical, the District is proposing to move Station #3 near the Rossmoor Parkway and Tice Valley Boulevard intersection. This location would also remedy the current service area overlap between Station #3 and Station #1 on Civic Drive downtown.

The second area of major concern is the Northgate/Walnut Avenue area in which approximately 11,000 people reside. Currently, the closest fire station is Station #10 near the Treat Boulevard/Oak Grove intersection in Concord. A new station is proposed for the Walnut Avenue/Wiget Lane area which would service the entire Northgate territory and extend beyond into the County. Because run time can reach eleven minutes in this area, construction of the proposed new station is a high priority.

The Walnut Avenue Station (Station #7) has been approved. The District is currently negotiating a site for the relocation of Station #3 and once an agreement is reached the project will be brought before the City for approval.

## G. POLICE PROTECTION

### 1. Existing Conditions

Police protection is provided by the City under the direction of a police chief and two captains. The current staff consists of 73 sworn (including 54 officers) and 28 non-sworn (including clerical) personnel in addition to 71 volunteers (including reserve officers). The current ratio of sworn police/population is 1.16/1000 using a population of 62,958. A typical response time is three to five minutes for emergency calls and twenty minutes for cold calls 95% of the time.<sup>13</sup> A minimum of six beats are assigned to teams which rotate on a six-month basis. There was a 9% decrease from 1986-1987 in reported crime in Walnut Creek. This ends an upward trend that began in 1985. There was a 28% decrease in the crime rate for Part I and Part II offenses over the past twelve years. (See Glossary for definition of Part I and Part II).

Presently, police headquarters are located in City Hall. Vehicles currently operating include 27 four-wheeled vehicles (including 15 black and whites), eleven motorcycles, and four scooters used for parking enforcement.

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<sup>13</sup>The other 5% are due to calls necessitating future appointment dates.



2. Future Constraints

The Department has devised its own long range plan which outlines current and future Departmental activities, trends within the City and procedures for implementing the Plan. It is updated annually at the end of the calendar year and is available in April of the following year. According to the Plan, the present sphere of influence would include a population of 80,000. The Police Long Range Plan proposes a sworn staff of 82 officers to service this population. Although the overall crime rate is expected to continue rising slightly over the next few years, the Police Department anticipates that the lower service ratio will be adequate to meet future needs at the same level of service.<sup>14</sup> Several measures are proposed to ensure maintenance of present levels provided, including the formation of a tactical team to help support the patrol function and address special problems when necessary.

The need for increased police protection will be constantly monitored and re-evaluated due to the variable factors which affect the City's overall crime rate.

The Police Long Range Plan has not anticipated the growth in residential and commercial development included in this General Plan update. Subsequent updates of the Police Long Range Plan will address this issue.

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<sup>14</sup>A typical East Bay city might average 1.25/1000.

Table 2-10

Current and Potential Enrollment Capacity Needs  
of Local Serving Public Schools

| Schools   | Grade Level              | Current Enrollment | Approx. Capacity                 | Future Projections |
|---|--------------------------|--------------------|----------------------------------|--------------------|
| A. <u>Walnut Creek School District</u>                    |                          |                    |                                  |                    |
| Buena Vista Elem.   | K-5                      | 489 <sup>2</sup>   | 500                              | Nearing capacity   |
| Indian Valley Elem.                                       | K-5                      | 359 <sup>2</sup>   | 500                              |                    |
| Murwood Elementary  | K-5                      | 460 <sup>2</sup>   | 500                              | Nearing capacity   |
| Walnut Heights Elem.                                      | K-5                      | 447 <sup>2</sup>   | 500                              |                    |
| Walnut Creek Interm.                                      | 6-8                      | 792 <sup>2</sup>   | 900                              |                    |
| Parkmead Alter.   | K-3                      | 53 <sup>6</sup>    | (rest of school is being rented) |                    |
| Parkmead Interm.  | (presently being rented) |                    |                                  |                    |
| B. <u>Mt. Diablo Unified School District</u> <sup>4</sup> |                          |                    |                                  |                    |
| Bancroft Elem.  | K-5                      | 548 <sup>3</sup>   | 485                              | 550 <sup>6</sup>   |
| Walnut Acres Elem.  | K-5                      | 766 <sup>3</sup>   | 780                              | 801 <sup>6</sup>   |
| Valle Verde Elem.   | K-5                      | 424 <sup>3</sup>   | 525                              | 448 <sup>6</sup>   |
| Foothill Interm.  | 6-8                      | 950 <sup>3</sup>   | 950                              | 930 <sup>6</sup>   |
| Northgate High  | 9-12                     | 1,247 <sup>3</sup> | 1,700                            | 1,198 <sup>6</sup> |
| Castle Rock Elem.   | (presently mothballed)   |                    |                                  |                    |
| C. <u>Acalanes Union High School District</u>             |                          |                    |                                  |                    |
| Las Lomas High  | 9-12                     | 1,154 <sup>2</sup> | 1,400                            | Need students      |
| D. <u>San Ramon Valley Unified School District</u>        |                          |                    |                                  |                    |
| Alamo Elem.   | K-5                      | 284                | 300                              | Nearing capacity   |
| Rancho Romero Elem.                                       | K-5                      | 447                | 540                              |                    |
| Stone Valley Interm.                                      | 6-8                      | 461                | 540                              |                    |
| Monte Vista High  | 9-12                     | 1,583              | 1,650                            | Nearing capacity   |
| E. <u>Lafayette School District</u>                       |                          |                    |                                  |                    |
| Springhill Elem.  | K-5                      | 479                | 510                              |                    |
| Burton Valley Elem.                                       | K-5                      | 745                | 850                              |                    |

Table 2-11

Consolidated Fire District Activity  
(Number of Calls)

|                             | 1970  | 1980  | 1985  | 1987  |
|-----------------------------|-------|-------|-------|-------|
| Structural Fires            | 760   | 545   | 427   | 437   |
| Vegetation Fires            | 1,035 | 936   | 350   | 233   |
| Vehicle & Other Fires       | 484   | 525   | 793   | 781   |
| Rescues (including medical) | 1,195 | 5,409 | 7,975 | 9,509 |
| Hazardous Conditions        | 528   | 882   | 992   | 1,066 |
| Public Service              | 457   | 891   | 1,067 | 992   |
| False Alarm                 | 753   | 1,450 | 1,434 | 93    |
| Mutual Aid                  | 70    | 49    | 110   | 141   |

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Source: Contra Costa County Consolidated Fire District, Fire Inspector Mary Cornelison, September 1988.





FIGURE 2-13

# COMMUNITY FACILITIES

**PUBLIC SCHOOLS**

**ELEMENTARY**

- 1 Alamo
- 2 Muirwood
- 3 Buena Vista
- 4 Bancroft
- 5 Indian Valley
- 6 Walnut Heights
- 7 Walnut Acres
- 8 Valley Verde

**INTERMEDIATE**

- 9 Parkmead
- 10 Walnut Creek
- 11 Foothill

**HIGH SCHOOLS**

- 12 Las Lomas
- 13 Northgate

**MUSEUMS**

- 14 Shadelands Ranch Historical Museum
- 15 Lindsay Museum

**FIRE STATIONS**

- 16 Station 4
- 17 Station 3
- 18 Station 1
- 19 Station 7

**HOSPITALS**

- 20 Kaiser Foundation
- 21 John Muir
- 22 Walnut Creek

**POST OFFICES**

- 23 Main
- 24 Branch
- 25 Branch
- 26 Branch

**LIBRARIES**

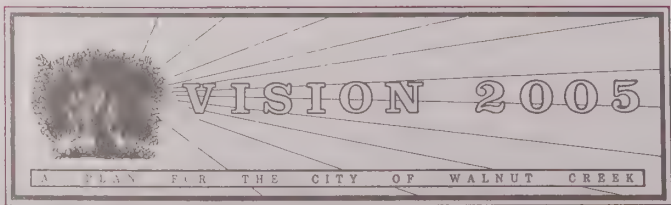
- 27 Walnut Creek
- 28 Therman G. Casey

**THEATRES**

- 29 Stage II
- 30 Regional Center for the Arts

**MISCELLANEOUS**

- 31 City Corporation Yard
- 32 Department of Motor Vehicles
- 33 Walnut Creek City Hall & Police Station
- 34 Heather Farm Community Center
- 35 Civic Park Community Center
- 36 Larkey Swim Center
- 37 Clarke Memorial Swim Center
- 38 Bart







# WATER DISTRICTS

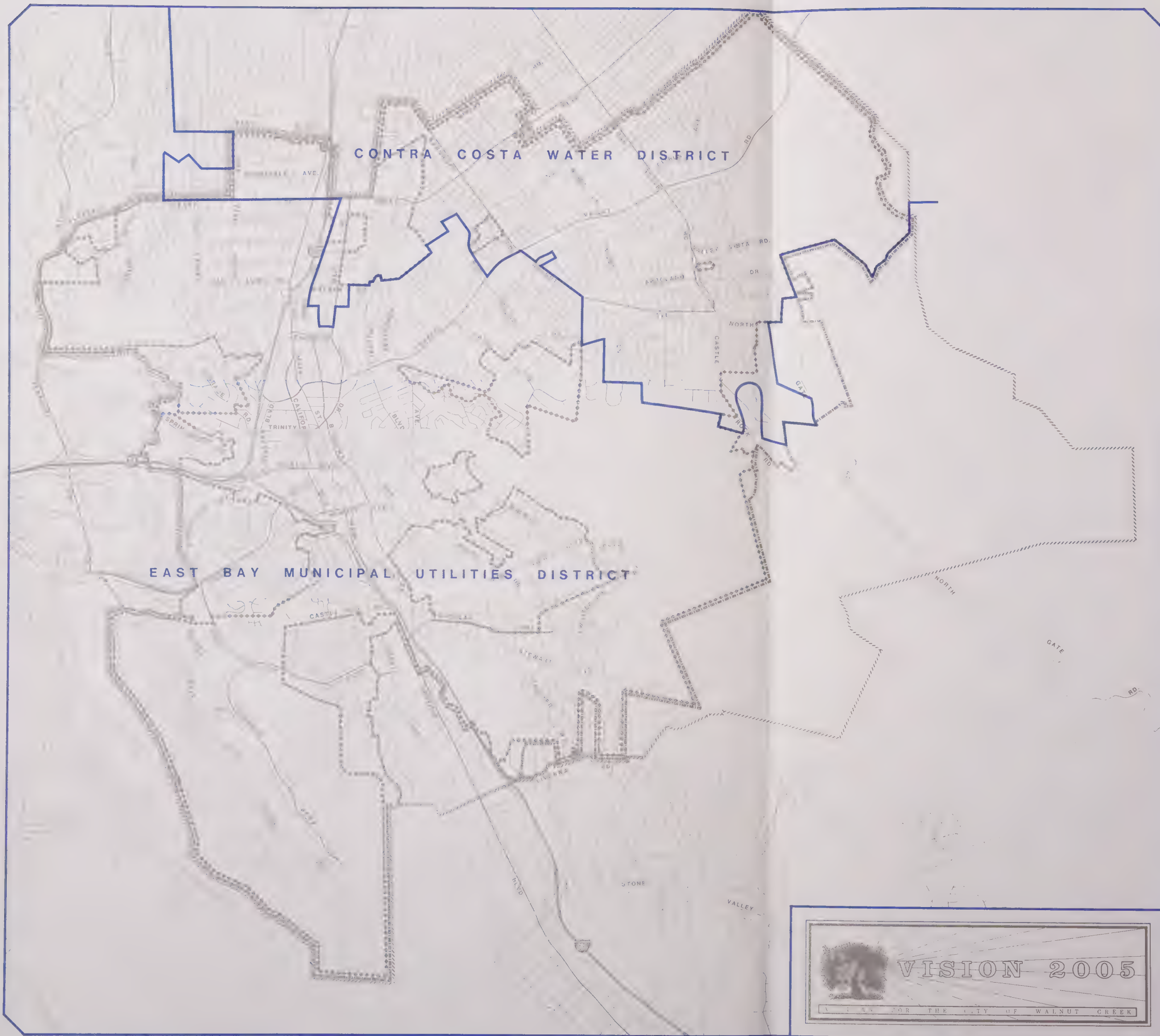






FIGURE 2-15

SCHOOL DISTRICTS

- UNION HIGH OR UNIFIED SCHOOL DISTRICT BOUNDARIES
- ELEMENTARY SCHOOL DISTRICTS







**FIRE SERVICE**

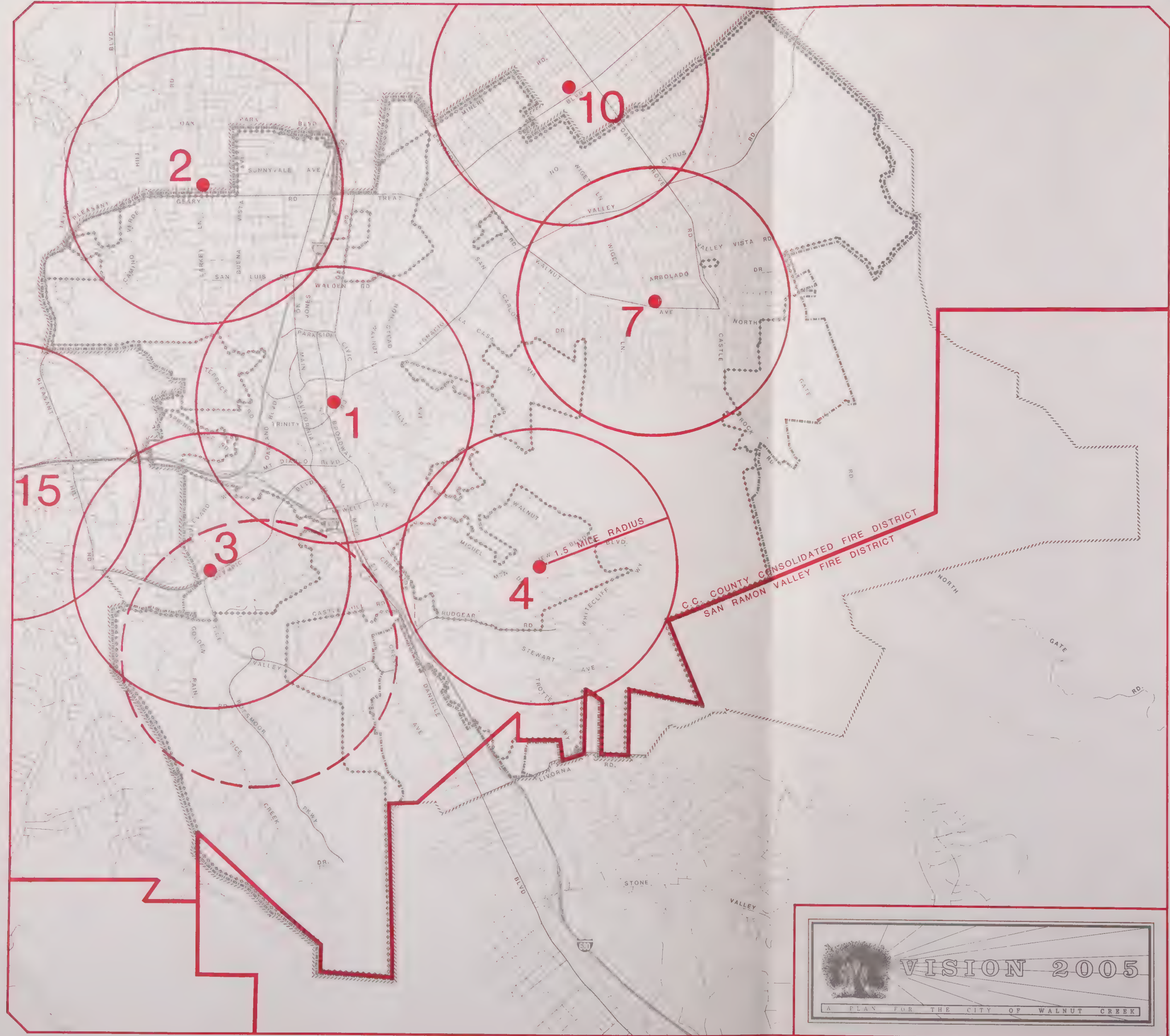
● EXISTING FIRE STATIONS

○ PROPOSED STATIONS

# STATION NUMBER

○ RESPONSE AREAS

**NOTE:**  
Station radii depicting response areas are shown for general reference only. Actual response time measured by roadway length. Refer to text for further discussion.

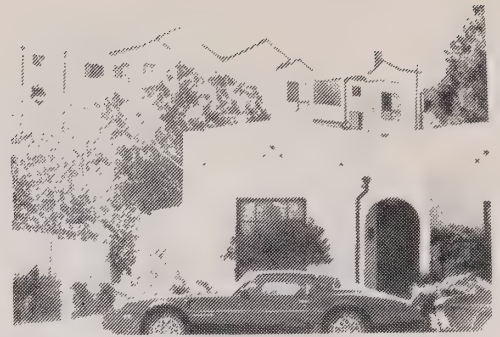




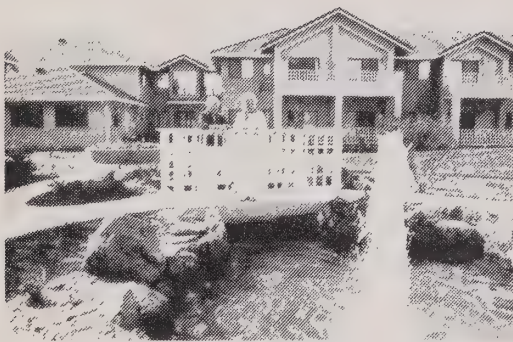




Single family neighborhood



Single-family and multiple-family in mixed neighborhood



Senior citizens at Kensington Place



Rossmoor

## **CHAPTER 3**

# **Housing Element**

In a mature community such as Walnut Creek, providing adequate housing for a variety of income groups has become increasingly difficult. Nevertheless, the City remains committed to providing its fair share of regional housing. The goals and policies in this element are directed toward enhancing the ability of the private sector to provide housing for existing and future Walnut Creek residents.



## HOUSING ELEMENT-POLICIES

The Housing Element is prepared in accordance with the requirements mandated in Sections 65580 et. seq. of the Government Code. The stated goal is to attain decent housing and a suitable living environment for every California family. To meet this goal, State law requires that the Housing Element contain (a) an assessment of housing needs and an inventory of resources and constraints relevant to meeting these needs; (b) a statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement and development of housing; and (c) a program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives stated in the element.

Walnut Creek contains a variety of housing. Approximately one-half of the existing housing stock is single-family, detached homes on individual lots; the remainder is multiple-family units, including townhouses, patio homes, and apartments. Housing for specialized groups, such as seniors, the disabled and low and moderate income families is also available. In the last several years there has been an increased market demand for executive homes (larger single family houses on larger sized lots).

While varied, the existing housing stock does not satisfy all the residential needs of the community. Providing adequate housing for a variety of income groups has become increasingly difficult. The City's ability to encourage low and moderate income housing is becoming more limited given the continued reduction of state and federal subsidy money. In mature communities such as Walnut Creek, an added difficulty is lack of available land, growth restrictions, and high land costs. Nevertheless, every community has a commitment to make a good faith effort toward meeting its regional fair share of affordable housing.

The goals and policies in this housing element are directed toward:

- . new housing development
- . the availability of residential land
- . housing affordability
- . special housing needs
- . fair housing opportunities
- . energy conservation in new housing developments
- . meeting regional housing needs
- . protecting and conserving the existing housing stock



The Background Information section for the housing element is divided into two parts. Part I follows the goals and policies section in this document and contains a discussion of the City's housing needs, its quantified housing objectives and a time schedule for each of the implementation programs. Part II contains detailed demographic, government-related and market factors underlying the City's present housing situation. Part II is the Appendix to the General Plan.

**GOAL 1:** To ensure the availability of housing types for all economic segments of the community, consistent with the infrastructure and service capacities of the City.

### New Housing Development

**Policy 1:**

Encourage a mix of land uses and residential densities in the downtown Core Area to increase the supply of housing.

**Program 1.1:**

Maintain existing general plan designations for high density residential housing in the Core Area.

**Responsibility:** City Council

**Program 1.2:**

Continue to use the specific plan process in the Core Area as a means of accomplishing planned residential development. The specific plans should designate sites where a certain percentage of new units will be affordable to low- and moderate-income households.

**Responsibility:** Community Development Department

**Program 1.3:**

Study possible incentives and develop guidelines for residential use of floor space above ground floor commercial establishments.

**Responsibility:** Community Development Department

**Policy 2:**

Continue to encourage housing in the Golden Triangle, specifically in the area bounded by Highway 680, Parkside Drive, Main Street, California Boulevard and Riviera Avenue.

**Program 2.1:**

Review the existing zoning provisions to determine if changes are necessary to encourage or mandate that housing, or an in-lieu fee for housing, be included in any future development in this area.

**Responsibility:** Community Development Department

Policy 3:

Allow mobile homes and factory built housing on appropriately located sites.

Policy 4:

Allow second family units in appropriate locations.

Policy 5:

Encourage innovative housing approaches in the design of units to increase the availability of affordable housing.

Policy 6:

Consider the reuse of institutional sites, such as schools, hospitals, and post offices, for residential purposes consistent with other community needs.

Availability of Land

Policy 7:

Provide an adequate supply of residentially zoned land at sufficient densities to accommodate existing and future housing needs.

Program 3.1:

Continue to implement city adopted regulations which allow mobile homes and manufactured housing in single family districts.

Responsibility: Community Development Department

Program 4.1:

Continue to implement the city's Second Family Unit Ordinance.

Responsibility: Community Development Department

Program 5.1:

Study the possibility of revising the City's Municipal Code to allow construction of zero lot line housing on smaller lots, if consistent with Measure H.

Responsibility: Community Development Department

Program 6.1:

Initiate a study to identify appropriate secondary uses for all institutional sites in the city.

Responsibility: Community Development Department

Program 7.1:

Consistent with the Growth Management System and Measure H restrictions conduct periodic inventories of vacant land, underutilized land and inappropriately zoned sites to determine their suitability for more intense residential use.

Responsibility: Community Development Department



Program 7.2:

Identify Community Development Block Grant (CDBG) and/or other sources of funding for the purchase of land for low- and moderate-income housing.

Responsibility: City Manager's Office

Policy 8:

Encourage the annexation of vacant land which is appropriate for residential uses.

Program 8.1:

Prezone areas in the City's Sphere of Influence with consideration for densities which encourage annexation.

Responsibility: Community Development Department

Policy 9:

Give priority to residential land uses over other land uses if development potential is constrained by inadequate sewer and water facilities.

Program 9.1:

Through the Growth Management System, monitor the capacity of sewer and water systems. Should a constraint develop, give priority to residential land uses over non-residential land uses, regardless of the demand generated by these uses.

Responsibility: Community Development Department

Affordability

Policy 10:

Give high priority to housing that is affordable to Walnut Creek workers, first time buyers and renters of all income levels.

Program 10.1:

Investigate concepts and funding sources for homeownership assistance for first time home buyers (mortgage assistance payments, down payment assistance, or equity sharing).

Responsibility: Community Development Department/City Manager's Office

Program 10.2:

Continue to participate in Single and Multiple Family Mortgage Revenue bond programs for qualified moderate- and middle-income home buyers and low-income renters.

Responsibility: Community Development Department/City Manager's Office

Program 10.3:

Investigate participation in the Mortgage Credit Certificate Program, or other similar programs.

Responsibility: Community Development Department

Program 10.4:

Provide information to local developers and sponsors of available state and federal financing programs for rental apartment and single-family housing construction.

Responsibility: Community Development Department

Program 10.5:

Coordinate with the Contra Costa County Housing Authority to ensure full use of the Section 8 Existing program in Walnut Creek.

Responsibility: Community Development Department

Program 10.6:

Develop a program to allocate the 20% tax-increment redevelopment funds collected for low- and moderate-income housing.

Responsibility: Redevelopment Agency

Program 10.7:

Amend the Zoning Ordinance to include specific guidelines regarding density bonuses allowed for the provision of senior citizen, handicapped, or low- and moderate-income housing.

Responsibility: Community  
Development Department

Program 10.8:

Continue to give development review priority to low and moderate income housing projects.

Responsibility: Community  
Development Department

Program 10.9:

Within the financial capability of the City, subsidize development fees for construction of low- and moderate-income housing units.

Responsibility: Community  
Development Department and City  
Council

Program 10.10:

Encourage State and Federal legislators to provide appropriate resources to serve low and moderate-income needs.

Responsibility: City Council

Policy 11:

Require that relocation assistance be provided to low- and moderate-income households when private redevelopment of land occurs.

Program 11.1:

Develop an ordinance which requires applicants to provide relocation assistance to low- and moderate-income households.

Responsibility: Community  
Development Department



## Special Housing Needs

### Policy 12:

Support efforts to provide temporary shelter for homeless persons.

### Program 12.1:

Continue to provide funding to organizations which assist the homeless, such as SHELTER, INC. and Housing Alliance.

Responsibility: City Manager's Office

### Program 12.2:

Conduct a study and survey to identify sites within the City suitable for the eventual placement of emergency shelter facilities.

Responsibility: Community Development Department

### Program 12.3:

Amend the Zoning Code and designate zoning districts where emergency shelters will be specifically permitted.

Responsibility: Community Development Department

### Program 12.4:

Periodically monitor, through the housing element revision process, the needs of the homeless in the Walnut Creek area.

Responsibility: Community Development Department

### Policy 13:

Encourage the development of housing accessible to disabled persons.

### Program 13.1:

Amend the Zoning Ordinance to include fully equipped handicapped housing as a housing type eligible for density bonuses in multifamily districts. Responsibility:

Community Development Department

Program 13.2:

Continue to enforce the State Handicapped Accessibility and Adaptability Standards.

Responsibility: Community Development Department, Building Division

Policy 14:

Continue to provide information to senior citizens regarding available senior housing programs and opportunities.

Program 14.1:

Continue to work with nonprofit organizations that provide counseling to senior citizens throughout the City, including Rossmoor, on the Reverse Annuity Mortgage program and other applicable housing opportunities for senior citizens.

Responsibility: City Manager's Office

Policy 15:

Encourage the construction of senior citizen housing in Walnut Creek.

Program 15.1:

Conduct a study every five years to determine the housing needs of senior citizens, particularly those of low and moderate income.

Responsibility: Community Development Department

Policy 16:

Encourage the development of residential care and skilled nursing facilities for senior citizens.

Program 16.1:

Conduct a study to revise the City's Zoning Ordinance to establish an appropriate measure of density and other development standards for residential care facilities. Consider granting special consideration for units which serve low- and moderate-income groups.

Responsibility: Community Development Department

## Fair Housing Opportunities

### Policy 17:

Promote fair housing opportunities for all people.

### Program 17.1:

Continue to participate in and provide administrative support to the Community Housing Resource Board which provides technical assistance to the Local Board of Realtors in implementing and monitoring of the housing industry Voluntary Affirmative Marketing Agreements (VAMAs).

Responsibility: City Manager's Office

### Program 17.2:

Continue to publicize information on fair housing laws and state and federal anti-discrimination laws; refer all complaints to the Contra Costa County Housing Authority and the California Department of Fair Employment and Housing.

Responsibility: City Manager's Office

### Program 17.3:

Allocate a portion of CDBG funds to appropriate organizations in support of efforts to minimize housing discrimination. Responsibility: City Manager's Office

GOAL 2: To encourage energy conservation designs in residential development.

### Policy 18:

Encourage the incorporation of energy conservation design features in existing and future residential development.

### Program 18.1:

Continue to enforce the State Energy Conservation Standards for new residential construction and additions to existing structures.

Responsibility: Community Development Department, Building Division



Program 18.2:

Require that solar heating and cooling opportunities be considered in the design of subdivisions.

Responsibility: Community  
Development Department

GOAL 3: To meet Walnut Creek's regional housing needs.

Policy 19:

Strive to meet Walnut Creek's share of regional housing needs.

Program 19.1:

Attempt to produce 2,400 dwelling units between 1989 and 1995, with an average of 400 new units per year. Encourage the construction of at least 67 units per year for low- and moderate-income households. (Refer to Table 3-2, Housing Objectives).

Responsibility: Community  
Development Department

Policy 20:

Support a regional approach to solving the housing problems which cannot be solved by individual jurisdictions.

Program 20.1:

Support the efforts of the Contra Costa County Housing Authority to increase the supply of affordable housing in Contra Costa County.

Responsibility: City Council

Program 20.2:

Consider providing financial support to public and nonprofit agencies which provide services for special housing needs.

Responsibility: City Council

GOAL 4: To protect and conserve the existing housing stock where possible and appropriate.

Policy 21:

Conserve the City's existing housing stock including existing rental housing and single family homes that are affordable to low- and moderate-income households.

Program 21.1:

Amend the Zoning Ordinance to require new residential projects involving demolition of habitable single family homes which are affordable to low- and moderate-income households to include an equivalent number of equally priced housing units.

Responsibility: Community Development Department

Program 21.2:

As a condition of approval on projects that receive density bonuses, prohibit the conversion of affordable housing units to market rate rents for the longest period of time legally allowable, preferably 30 years, after initial occupancy.

Responsibility: Community Development Department

Program 21.3:

Consider developing a program to provide low interest loans, using CDBG funds or other sources of funds, to low- and moderate-income households for single family housing rehabilitation and maintenance.

Responsibility: City Manager's Office

Program 21.4:

Continue to regulate the conversion of condominiums as required in Article 7 of the Walnut Creek Subdivision Ordinance which pertains to condominium conversion

Responsibility: Community Development Department

Program 21.5:

Participate in multifamily rehabilitation programs and consider allocating a portion of CDBG funds to the Contra Costa County Housing Authority for administration expenses.

Responsibility: City Manager's Office

Program 21.6:

Investigate complaints and take appropriate action about Building and Housing Code Violations in single-family and multifamily rental housing.

Responsibility: Community Development Department, Building Division

Program 21.7:

Consider maintaining a full-time Code Enforcement Officer for the apartment inspection program with CDBG funds.

Responsibility: Community Development Department, Building Division

Policy 22:

Encourage the relocation of structurally sound housing units scheduled for demolition to compatible neighborhoods when appropriate land can be found.

Program 22.1:

Notify the public prior to the sale of any homes acquired for any public improvement project.

Responsibility: Community Development Department





## HOUSING ELEMENT BACKGROUND - PART I

Part I of the Background Information for the housing element describes future housing needs, quantified objectives for meeting those needs, a projected time line for the implementation programs outlined in the previous section and an expanded discussion of the implementation programs listed in the previous goals and policies section. Part II of the Background Information is contained in the Appendix and provides detailed statistics on demographics, housing needs, land availability and governmental and market constraints to housing production.

### A. FUTURE HOUSING NEEDS

State legislation enacted in 1980 (Chapter 1143, Statutes of 1980; AB 2853) requires councils of governments in California to determine existing and projected regional housing needs and each member jurisdiction's share of that regional need. In turn, cities and counties must address these local shares of regional housing needs in the housing elements of local general plans. The following section incorporates relevant portions of the housing needs determination report prepared by the Association of Bay Area Governments (ABAG) in 1988 for the nine county San Francisco Bay Area region.

In assessing the regional housing needs, ABAG took into account several factors, including: **market demand** for housing as evidenced by housing value trends, vacancy rates, and income/affordability relationships; **employment opportunities**; **availability of suitable sites and public facilities** reflected in local plans; commuting patterns to relate the location of housing and jobs; **type and tenure of housing** obtained from census data; and **housing needs of farmworkers**.

ABAG prepared the following housing needs estimates for the City of Walnut Creek:<sup>1</sup>

| Existing<br>Need<br>1981-1988 | Projected<br>Need<br>1988-1990 | Projected<br>Need<br>1990-1995 | Projected<br>Need 1995<br>Jobs/Housing Balance | Total<br>Projected<br>Need<br>1988-1995 |
|-------------------------------|--------------------------------|--------------------------------|--|---|
| 410                           | 410                            | 348                            | 1,509  | 2,267                                   |

<sup>1</sup> The methodology used by ABAG to calculate regional housing need relies on available information. The formulas specifically address the requirement of Section 65584 of the Government Code. Changes in vacancy rates and in housing values and rents are used as indicators of market demand. Household projections are based on consideration of employment opportunities, commuting patterns, and the availability of sites for development in the region. Tenure (owner and renter proportions) is used in formulas.

The existing need is the difference between the number of housing units that are actually available and the number that should have been constructed, calculated from the "optimal" vacancy rate. If the 1988 available stock were increased by the calculated need, the market would have been nearer to a balance between housing supply and demand.

Projected housing need means the number of units required to accommodate the growth in households within Walnut Creek's sphere of influence as specified in ABAG's Projections 1987. This number also includes the number of units calculated as the "existing need," and the number of additional housing units to accommodate a greater share of the local labor supply than expected under the current ABAG projections.

The total housing need is the sum of the existing need, the growth need, and the need associated with the jobs/labor supply imbalance.

The determinations of regional housing needs must also consider the need for housing at all income levels. To promote a more equitable distribution of the regional housing needs according to income levels, ABAG averaged the city, county, and regional income distributions rather than basing estimates solely on individual city or county income distributions. For example, the City of Walnut Creek (with 17% very low income) is averaged with Contra Costa County (20% very low income) and the region (23% very low income) to derive a projected percentage of 20% very low income for Walnut Creek ( $17 + 20 + 23 = 60$ ;  $60/3 = 20$ ). The table below compares Walnut Creek's actual and regionally adjusted income distributions.

Table 3-1  
Projected Housing Needs by Income Distribution<sup>2</sup>

|                                     | Very<br>Low | Low | Moderate | Above<br>Moderate | Total<br>Projected<br>Need |
|-------------------------------------|-------------|-----|----------|-------------------|----------------------------|
| Actual                              | 17%         | 14% | 18%      | 51%               |                            |
| Adjusted                            | 20%         | 15% | 20%      | 45%               |                            |
| Projected Housing<br>Need 1988-1995 | 453         | 340 | 453      | 1,021             | 2,267                      |

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<sup>2</sup> Income distribution percentages are based on 1980 census data.



The projected needs figures do not imply that Walnut Creek must produce the identified amount of very low-, low-, moderate-, and above moderate-housing; however, the numbers do imply a net increase is needed in the number of available units in each of the income categories.

1. 1988-1995 Projections

The information used for projecting housing needs in this update is derived from ABAG's Projections 1987. The projected need for housing units in Walnut Creek has decreased from the previous estimate made by ABAG. The number of housing units projected, however, is still less than the number of projected jobs. According to ABAG, the household growth forecast was revised in 1987, in part, to reflect the land use changes and local policies in Walnut Creek and adjacent communities. Projections 1987 indicates that by 1995 Walnut Creek will have more jobs than households taking into consideration the buildout of approved commercial projects. Therefore, between 1988-1995 it will be necessary to provide 1,509 more housing units within the sphere of influence than ABAG's projections previously assumed. With the new land use designations, and no restrictions on residential growth, it is likely that the City could meet this demand. As long as the Measure H moratorium is in effect, the City's ability to provide these needed housing units may be impeded. However, this deficit may be mitigated by the fact that various types of senior housing may be available to meet these goals. As discussed in the Land Inventory section (see Part II in the Appendix) without Measure H there is the potential for an additional 3,877 units to be constructed on vacant land within the Planning Area of Walnut Creek. Another 6,973 units could be constructed, although not likely, on underutilized parcels within the Planning Area. Some of this potential will be realized by changing the land uses of some parcels from Commercial to Residential. Under Measure H, a substantial portion of this potential development will be constructed in senior citizen housing.

It is estimated that between 1989 and 1995 the City can provide 2,400 new housing units, with an average of 400 new units per year (refer to Table 3-2, Quantified Objectives). The majority of these units, however, would be affordable primarily to households with above moderate incomes. The increase in the City's housing stock, therefore, is not likely to be distributed among the four income categories in the same manner as determined by ABAG. For the remainder of the decade, the City is likely to be able to accommodate only a portion of the units affordable to very low-, low-, and moderate-income households which ABAG has determined are needed. Additional lower-cost units may become available in the existing housing stock as people move to more expensive homes. However, no quantitative studies of this process have been undertaken in Walnut Creek.

## 2. Housing Priorities

To demonstrate its desire to meet a portion of its share of the regional housing need, the City has set a goal of 400 new very low-, low-, and moderate-income units for the six-year period beginning 1989. This goal represents approximately 32% of the annually needed units affordable to very low-, low-, and moderate-income households, and is based on estimates presented in the Quantified Objectives section.<sup>3</sup> Given the considerable barriers to the construction of affordable housing (refer to the Housing Constraints section in Part II of the Background section), and the current framework of state, federal, and local incentives for such housing, the City believes that 67 low- and moderate-income units per year is the most realistic possible objective that can be achieved.

### B. DISCUSSION OF IMPLEMENTATION PROGRAMS

The following sections describe various actions and specific programs the City will use to meet its identified housing needs. Housing needs in Walnut Creek are most critical for the following population groups:

- Low-income families
- Moderate-income families
- Female-headed families with children
- Elderly persons
- Disabled persons
- Large families
- Persons displaced as a result of public activities

In summary, the City will attempt to meet the needs of low- and moderate-income families, female-headed families with children, and disabled persons with the production of more multiple-family housing units. By retaining existing residential land use designations, and reclassifying some commercial parcels in the Core Area to residential uses, the City is providing opportunities for new housing construction, particularly in the Alma Avenue and Golden Triangle areas. Attainment of maximum densities will likely be possible under Measure H because parcels where the Plan allows higher density tend to be small. New areas downtown have been designated for mixed uses, including residential, and housing will be encouraged above existing commercial structures. It is anticipated that with the higher densities permitted in the Core Area, private or non-profit developers will be able to construct more affordable units than in the lower density neighborhoods in the City, if consistent with Measure H restrictions.

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<sup>3</sup> Over the six-year period, a total of 1,246 very low-, low-, and moderate-income units are needed, or 208 units per year. The City's goal of 67 units per year, therefore, accounts for only 32% of each year's need.



New programs have been introduced to encourage the construction of more affordable single-family housing. The City will conduct a study to amend the Zoning Ordinance to allow smaller homes on smaller lots in exchange for making them affordable. Such a program could be implemented if Measure H traffic level standards are attained in the future. The City will also investigate financing mechanisms to provide mortgage assistance, or to assist with financing new housing through bond programs, and other similar programs, for low-income residents, large families and qualified first time home buyers. These population groups will also benefit from programs aimed at conserving the City's existing housing; another new program, the development of an ordinance to provide relocation assistance, will help persons displaced as a result of public activities.

Housing for independent seniors is currently being addressed by the private sector. It is likely that the Measure H exemption of senior housing from density restrictions will encourage such housing development. The development of more residential care and skilled nursing facilities will be encouraged for the independent aging population currently living in senior housing, or other housing, in Walnut Creek.

1. State-Mandated Housing

Section 65583 of the Government Code requires that the Housing Element identify adequate sites for rental housing, factory-built housing and mobile homes. The Zoning Ordinance permits manufactured housing and mobile homes in any single family residential district, subject to Design Review approval. Regarding rental housing, the City of Walnut Creek does not designate land uses based on property ownership. Multiple-family rental housing is permitted in any district which permits multi-family housing; single family rental housing is permitted in any district which permits single family dwellings.

State law permits the establishment of second units in single-family and multi-family residential zones providing they meet certain criteria. In April, 1985 the City adopted an ordinance regulating second family residential units. To date, nineteen units have been legalized or constructed. The City will continue to implement the Second Unit Ordinance to augment the supply of housing in the City.

2. Specific Plans

Sections 65450 to 65453 of the California Government Code authorize local jurisdictions to adopt "specific plans" to implement their general plans. Specific plans typically cover a small portion of a community, such as a single neighborhood, and are designed to supplement a general plan with more detailed implementing measures.



Specific plans may include the location and regulation of buildings and land uses beyond the general terms of a general plan, the location and standards for the construction and improvement of streets and other municipal facilities, standards for population and building density, standards for the conservation of natural resources, and measures to implement the open space element of a general plan.

It is possible to use the specific plan process to encourage housing development by addressing specific development and municipal facilities issues at the planning stage and thus save time at the project proposal stage. The City has already used the specific plan process in the Alma Avenue area bordered by California Boulevard, Olympic Boulevard, Alpine Road, and Botelho Drive. The plan has allowed a comprehensive approach to the consideration of development issues in this area.

The specific plan process may also be used to identify areas which are appropriate for development or redevelopment at higher residential densities, thus lending some logic and consistency to the planned development process. The City will continue to use the specific plan process in appropriate neighborhoods as a means of accomplishing planned residential development, if consistent with the standards of Measure H.

### 3. Mixed Use Developments

One method of increasing housing supply is to encourage a mix of residential and commercial development, especially in the Core Area. This mix of land uses can be accomplished in a variety of ways. One approach is to designate which parcels may be developed for commercial or for residential uses. Second, an area might be designated for both commercial and residential use, and the market could then determine how the mix, if any, would occur. A third way of achieving this variety of uses is to allow a mixture of residential and commercial development on the same site.

#### a. Residences Above Commercial Structures

The City currently allows residential use of floor space above ground floor commercial or retail establishments throughout the Core Area. City staff will study possible incentives and develop guidelines to determine where the provision of additional housing units above commercial or retail uses in those areas outside the designated mixed use zones is appropriate. Possible incentives include:

- . Modification of development standards
- . Financial incentives if low- or moderate-income housing is proposed (through tax-exempt mortgage bonds if available).

There are several problems to overcome in the placement of residences above commercial or retail establishments. In the Core Area, the lack of space for off-street parking would limit the ability of owners to convert existing structures to mixed use. It may not be possible to reconstruct or add to some of the buildings within the requirements of the state seismic safety standards. However, the placement of residences above ground floor commercial or retail uses may be feasible in new structures.

b. Commercial/Retail Uses in Multifamily Structures

The Zoning Ordinance allows businesses and professional offices as a conditional use in the M-1 and M-1.5 multifamily districts. No provision is made for commercial or retail uses as ground floor accessory uses in residential structures. Ground floor commercial or retail uses in selected areas may increase the economic feasibility of residential multifamily projects and, therefore, stimulate additional housing development. When properly designed, these ground floor uses also act as a buffer to the residences above and create a sense of security and privacy for residents.

Guidelines must be developed for inclusion in the Zoning Ordinance. These guidelines should address:

Appropriate areas for ground floor commercial and retail establishments, including the types of rights-of-way on which such uses should be located.

- . The types of uses permitted.
- . The area of nonresidential use allowed relative to residential use.
- . Parking.
- . The design of business facades and signs to blend with residential uses.
- . Open space provision for residential units.

4. Secondary Use of Institutional Sites

There are a number of institutional sites, such as schools, hospitals and post offices, which could potentially accommodate residential development as a secondary reuse. One such site which was formerly a high school and is now being developed for residential uses is the Del Valle School site near Rossmoor where apartments and congregate living units are being constructed for senior citizens. The City will initiate a study to identify appropriate secondary uses for all institutional sites in the City.

5. Innovative Housing Approaches

The City should encourage the development of smaller, more affordable houses. This could be done by developing and implementing more innovative design approaches to new housing construction.

The City should study the possibility of revising the Zoning Code to allow the construction of zero-lot line housing on smaller lots if Measure H traffic standards are attained. This concept could be used for small infill developments of no more than 20 units. Developers would agree to construct smaller homes on smaller lots and would guarantee a sales price that would be considered affordable for the area. As an incentive, the City would allow the developers to create smaller lots (6,000 or 7,000 square feet) while still complying with the density requirements of the General Plan. This program might only be possible if Measure H traffic standards are attained.

6. Land Banking or Land Write Downs

The City can purchase land for low- and moderate-income housing with CDBG funds, or other funding sources, and then sell it at a reduced price (writing down the cost of the land) for the construction of low- and moderate-income housing. This was done for the Casa Montego HUD 202 sponsored senior housing project on La Casa Via which was constructed by Satellite Senior Homes, a non-profit senior housing agency. The City will investigate the availability of funding for this program by Spring 1992. If it is determined that the program is feasible, then the City will immediately begin to set aside funds, or apply for funds from other sources, when they become available.

7. Annexation

The annexation of vacant land is one method of increasing the City's supply of housing. To ensure a greater degree of consistency between annexed areas and existing development within the City, the City will, to the extent feasible, prezone areas to be annexed. In this way, the City can specify the property development standards (outlined in the Zoning Ordinance) and service requirements to be met by the annexed area. Annexation of land is also discussed in the Growth Management Subelement.



8. Municipal Services

Currently, a large majority of the City's municipal services, such as sewer, water, fire protection, and flood control, are provided by agencies of districts independent of the City. The availability of adequate levels of municipal services, notably sewer service, is an important fact governing the rate of new housing development. It is critical, therefore, that new housing development is planned in such a way as to avoid or minimize potential constraints created by inadequate services.

Toward this end, the City will attempt to coordinate the timing of its development with local service district plans for plant expansion. To facilitate this process, the City will monitor the capacity of water and sewer systems and, should a constraint develop, will give priority to residential land uses over non-residential land uses. Municipal Services are discussed in more detail in the Growth Management Subelement.

9. Rezoning

One major parcel in the Core Area which has been changed from commercial to residential use is the Kaiser parking site south of Newell Avenue. This vacant site could yield approximately 135 units if constructed with multiple family housing units. Another area previously designated commercial, which has been changed to a multi-family residential land use category, is the area south of Mt. Diablo Boulevard behind the general retail fronting Mt. Diablo, and west of Alpine Avenue. Redevelopment of this area would significantly increase the amount of multiple family housing units in the Core Area.

Such large scale development will not occur until such time as Measure H traffic level standards are attained, or if such development is legally restricted to senior citizen occupancy.

10. Funding Assistance

In past years, the City has been successful in facilitating the development of housing at below-market rates through various bond financing programs. More recently it has become more difficult to obtain financing through these sources. However, the City will continue its efforts to obtain bond financing, if it can meet the necessary qualifications for funding, and will develop programs for qualified participants. The City will continue to become involved in the following programs:

- a. Continue to participate in the Contra Costa County Single Family Mortgage Revenue Bond Program for first time home buyers. The City will renew its cooperative agreement with the County, which administers the program, so that financing can be made available for eligible projects in Walnut Creek. Most recently, qualified homebuyers purchasing units in The Keys condominiums have been able to participate. It is estimated that approximately 25% of the participants will qualify as low- and moderate-income homebuyers.
- b. Continue to participate in the Multiple Family Mortgage Revenue bond program for renters. If financing becomes available, the City will develop a program and participate. It is estimated that approximately 20% of the units constructed shall be allocated to qualified low and moderate-income renters.

There has been less interest in this program by the private sector since the federal program guidelines were amended and the rents that could be charged were reduced to 50% of the median income. More interest was expressed in the program when the guidelines permitted rents up to 80% of median income.

- c. Provide information to local developers and sponsors on available state and federal financing programs for rental apartment and single family housing construction.

As the information becomes available, the City will continue to send letters to all developers who have expressed an interest in residential construction in Walnut Creek; will hold informational meetings for those who wish to participate in any of the programs; will refer requests to appropriate County, State and non-profit agencies; and will announce the availability of these programs in the Nutshell, the City's newsletter.

- d. Investigate concepts and funding sources for home ownership assistance for first time buyers (mortgage assistance payments, down payment assistance, or equity sharing). If any of the programs seem feasible, then the City will develop and implement a program by Fall 1990. Any time funding becomes available through federal or state sources, the City will apply and develop a program to participate.
- e. Investigate participation in the Mortgage Credit Certificate Program, or other similar funding programs. If feasible, the City will apply to the California Mortgage Bond and Tax Credit Allocation Committee for authority to issue certificates. If other funding becomes available, the City will apply and develop programs to participate.

- f. Continue to work with and provide funding to non-profit organizations, such as Eden Council for Hope and Opportunity (ECHO) that provide counseling to senior citizens throughout the City, including Rossmoor, on the Reverse Annuity Mortgage Program and other applicable housing opportunities for senior citizens.

11. Relocation Assistance

Often, property housing low- and moderate-income families will be redeveloped. In some cases tenants are unable to afford the expense of moving and finding replacement housing. The City will develop an ordinance and require applicants to provide relocation assistance to low- and moderate-income households when private redevelopment of land occurs.

12. Redevelopment Tax Increment Funds

Under the requirements of California Redevelopment Law, as provided in Section 3334.2 of the Health & Safety Code, 20% of the tax increment funds from merged, amended, or newly created redevelopment areas utilizing tax increment financing must be set aside for housing purposes for low- and moderate-income households. These funds may be used for a variety of purposes such as land or building acquisition, construction financing, subsidies, land improvements, development of plans and paying the principal or interest on bonds and loans. Cities could apply for exemptions from these requirements as Walnut Creek did. By 1996, however, all exemptions expire and cities must set aside and spend those funds for housing. Low- and moderate-income housing could be constructed throughout the City if it is determined that development of such housing within the boundaries of the redevelopment areas shown in Figure 2-17 is infeasible.

13. Fee Subsidies

The City may subsidize planning, building permit, traffic impact, or park land dedication fees for those projects with at least 50% of low- and moderate-income housing. For those projects including less than 50% of low- and moderate-income housing, fees may be subsidized proportionately subject to the approval of the City Council. The City will also continue to give development review priority to low- and moderate-income housing projects.



14. Density Bonuses

Sections 65915 to 65918 of the California Government Code require cities to either (1) grant a density bonus or (2) provide other incentives of equivalent financial value when a developer of housing agrees to construct at least (1) 25% of the total number of units for low- and moderate-income people, (2) 10% of the total number of units for lower-income households, or (3) 50% of the total dwelling units for the elderly. This program is applicable to single family and multiple-family housing developments.

To date, the program has been used primarily in multiple-family housing projects. The City is not likely to receive requests for density bonus units in single-family districts due to the high cost of housing and land. Should interest arise in providing density bonus units in single family zones, however, the City will develop guidelines for the program.

The Walnut Creek Zoning Ordinance currently allows an undefined density bonus for the provision of low- and moderate-income housing and senior citizen housing in multifamily districts. The ordinance will be revised to make density bonuses available to projects which include fully equipped handicapped housing.

This General Plan establishes standards for implementing the density bonus program in multiple-family housing zones. Criteria which define affordability have been developed to assure that all bonus units are sold or rented to low and moderate income families. These criteria which are listed below will be incorporated into the Zoning Ordinance. The City has strengthened the requirements for affordability to assist with the provision of housing for qualified applicants who cannot afford to pay rents at the higher end of the low- and moderate-income qualifying ranges.

The City will expect low- and moderate-income units to be provided in private housing developments under the following circumstances:

- . When an applicant requests that the City issue multifamily mortgage revenue bonds to finance the construction of rental apartments.

The following standards will be used to implement the program:

- a. To obtain up to a 25% bonus for **rental housing** a developer shall do one of the following:

- (1) Guarantee that the monthly rental expense (contract rent and utilities) of 25% of the base number of units does not exceed 20% of the moderate-income limits (120% of the median monthly household income) for the appropriately sized household for that unit. This guarantee shall be for as long as legally allowable (preferably 30 years).
  - (2) Guarantee that the monthly rental expense (contract rent and utilities) of 10% of the base number of units does not exceed 20% of the low-income limits (80% of the median monthly household income) for the appropriately sized household for that unit. This guarantee shall be for as long as legally allowable (preferably 30 years).
  - (3) Guarantee the monthly rental expense of some units at a lower rent level for a longer or shorter period than specified above, with the exact number of units, rent levels and time periods negotiated on a project-by-project basis, such that the total package of discounts is comparable to either of the above approaches.
  - (4) Guarantee that 50% of the base number of units are designed for occupancy by senior/handicapped households and that rents on at least half of those units will be not greater than 20% of the low-income limits (80% of the median monthly household income) for the appropriately sized household for that unit.
- b. To obtain up to a 25% bonus for ownership housing a developer shall do one of the following:
- (1) Set sales prices such that the monthly ownership expense (principal, interest, taxes and insurance) for 25% of the base number of units will be no greater than 30% of 120% of the median monthly household income for the appropriately-sized household for that unit.
  - (2) Set sales prices such that the monthly ownership expense (principal, interest, taxes and insurance) for 10% of the base number of units will be no greater than 30% of 80% of the median monthly household income for the appropriately-sized household for that unit.
  - (3) Offer a package of discounts comparable in total value to the above, but with the exact number of affordable units and sales prices negotiated on a project-by-project basis.

- (4) Guarantee that 50% of the base units are designed for occupancy by senior/handicapped households and that monthly ownership expense on at least half of those units will be no greater than 30% of 120% of the median monthly household income for the appropriately sized household for that unit.
- c. If available, the City will issue tax-exempt mortgage revenue bonds for multifamily housing for rental housing projects which establish rental expense (contract rent and utilities) on 20% of the units at 30% of 70% of the median income for the Oakland PMSA for a minimum of 10 years. The remaining 80% of the units must remain rented for the same period at market rents. (70% is used so that rents are not always set at 80%, the maximum in the range, and to allow more opportunities for lower income families.)
- d. If a project is proposed which combines a density bonus with issuance of mortgage revenue bonds, the number of affordable units and the definition of affordability to be used will be determined on a project-by-project basis. The value of the total package of discounts must be greater than if just one circumstance pertained.

15. Federal Rent Subsidy Programs

Section 8, a program administered by the U.S. Department of Housing and Urban Development, aids very low income families (whose income does not exceed 50% of the median income for the area) in obtaining decent, safe, and sanitary housing in private accommodations at rents they can afford, and promotes economically mixed existing and moderately rehabilitated housing. The program provides housing assistance payments from housing authorities or other agencies delegated by HUD to participating private owners on behalf of eligible tenants who have been issued certificates of eligibility. Assistance payments make up the difference between the federally approved "fair market" rent due the owner of the dwelling unit and the tenant's required contribution towards rent. Assisted families must pay the highest of either 30 percent of their adjusted family income, 10 percent of gross income, or the portion of welfare assistance designated to meet housing costs.

Although the gradual replacement of the Section 8 program with housing vouchers has replaced other rent subsidy programs, there still exists a total of 140 certificate holders in Walnut Creek. These participants are comprised of 101 elderly, including 12 handicapped, and 39 family households. To date, no vouchers have been issued in Walnut Creek. The City will continue to coordinate with the Contra Costa County Housing Authority to ensure full use of the Section 8 Existing program in Walnut Creek.



16. Homeless Persons

Currently, the temporary shelter needs of homeless in Walnut Creek appear to be satisfied; however, the City will make efforts to facilitate the development of additional temporary shelter programs and facilities, if needed in the future, through the following measures:

- a. Continue to provide funding to organizations which assist the homeless, such as SHELTER, INC. and Housing Alliance.
- b. Amend the Zoning Code and designate zoning districts where emergency shelters will be specifically permitted.
- c. Conduct a survey to identify sites within the City suitable for the eventual placement of emergency shelter facilities.
- d. Periodically monitor, through the Housing Element revision process, the needs of the homeless in the Walnut Creek area.

17. Senior Citizen Housing

Senior citizen housing will be balanced against other housing needs in the community. In a recent review of senior citizen housing needs, it was shown that, with Rossmoor, there is an adequate supply of market rate housing units for independent seniors. As the Rossmoor population ages, and the residents become less independent and require more assistance with daily chores, they are more likely to need the services that residential care and skilled nursing facilities provide. (Recent studies show that these facilities are needed nationwide.)

Since senior housing is exempt from the restrictions of Measure H, it is likely that the City will receive more proposals for housing restricted to senior occupancy than would have otherwise been expected.

The City will conduct a study to revise the Zoning Ordinance and make recommendations for the future construction of senior citizen housing in Walnut Creek, such as:

- a. Permit senior housing development in all multiple family residential districts, or in single family residential zones if certain criteria are met.
- b. Encourage the construction of housing for low- and moderate-income seniors and residential care and skilled nursing facilities, particularly if the two facilities are provided on the same site.
- c. Balance senior housing with any other market rate multiple-family housing.

- d. Allow density bonuses of up to 25% for the inclusion of low- and moderate-income units which will be reserved for as long as legally allowable (preferably 30 years) for low and moderate income tenants, including seniors. State law sets limits for projects constructed using public money; however, the City can enter into private agreements with developers if public financial sources are not used.
- e. Allow the construction of residential care facilities, skilled nursing facilities, and convalescent homes in any multiple-family residential zone by right and in commercial areas with a Conditional Use Permit. The density of the project could be based on the general plan density range using an equivalent conversion factor of beds per dwelling unit.
- f. Allow the construction of congregate living units in multiple-family zones by right and in commercial districts with a Conditional Use Permit. The density should be within the designated general plan range with a density bonus of up to 25% for the inclusion of low- and moderate-income units which will be reserved for at least 30 years for low- and moderate-income tenants.
- g. Allow the construction of residential care facilities in single family zones with a Minor Use permit only if certain criteria are met. The standards and guidelines will be included in the Zoning Code.

18. Fair Housing Opportunities

The City will continue to participate in and provide administrative support to the local Community Housing Resource Board; to publicize information on fair market housing laws, and state and federal anti-discrimination laws; and will allocate a portion of its CDBG funds to appropriate organizations in support of efforts to minimize housing discrimination and promote fair housing.

19. Energy Conservation

The City will encourage the incorporation of energy conservation design features in existing and future residential development. The City will:

- a. Continue to enforce the State Energy Conservation Standards for new residential construction and additions to existing structures.
- b. Require that solar heating and cooling opportunities be considered in the design of subdivisions.

20. Regional Housing Needs

The City will try to achieve a jobs/housing balance by providing new housing opportunities to match the jobs created by new commercial development. However, no housing initiative by one city will solve the regional need for affordable, accessible housing.

There is a critical need for affordable housing in all communities in Contra Costa County. There are also a number of non-profit and public agencies established to provide services to people with special housing needs. Rather than duplicate the efforts of these groups, the City of Walnut Creek assists with providing funding in exchange for services to Walnut Creek residents with special housing needs, and to those people who wish to reside in Walnut Creek (these efforts have been described in "Population Groups with Special Housing Needs"). In addition to providing funding, the City supports the efforts of the Contra Costa County Housing Authority to increase the supply of affordable housing in Contra Costa County and will encourage State and Federal legislators to provide appropriate resources to serve low- and moderate-income housing needs.

21. Rehabilitation and Maintenance

Housing which is older and smaller in size is often rented for less than larger and newer homes. When these houses are demolished for new development, the amount of affordable housing in the City is subsequently reduced. In the last several years, the City has seen several of the older, single-family homes demolished and replaced with newer and larger single family houses, or multi-family housing projects. At present, existing multi-family housing development is not threatened. In an effort to preserve affordable housing, the Zoning Ordinance will be amended to require new residential projects involving demolition of habitable single family homes which are affordable to low- and moderate-income households to include an equivalent number of equally priced housing units in any new residential development.

State law requires that a City or county must grant density bonuses or other incentives of equivalent financial value to developers who agree to construct a certain amount of low- or moderate-income housing in their new developments. However, the law does not state that the units be designated for low- and moderate-income tenants or owners for any specified period of time. To assure that the units remain affordable for a reasonable length of time, as a condition of approval on those projects that receive density bonuses, the conversion of affordable housing units to market rate rents shall be prohibited for the longest period of time legally allowable after initial occupancy. The City's preference is for a minimum of 30 years.



Homeowners with lower incomes often have a difficult time repairing their homes and maintaining them in a safe condition. To assure that affordable housing is preserved in the community, the City will consider developing a program to provide low interest loans using CDBG funds or other sources of funds, to low- and moderate-income households for single family housing rehabilitation and maintenance.

The City has participated in a similar program in the past. Issues which will be critical to the success of a new rehabilitation loan program are (1) the extent of the demand, (2) how it will be administered, and (3) the size of the loan permitted. The City will study alternatives and make recommendations to improve the previous program.

To encourage the upkeep of multiple family housing units in safe condition, the City will pursue funding for multiple family housing rehabilitation programs for qualified participants. Should such a program be feasible, the City will consider allocating a portion of its CDBG funds to the Contra Costa County Housing Authority for administration expenses.

Preservation of the housing stock often depends on periodic inspections and regular maintenance improvements. To accomplish this, the City will continue to investigate complaints about Building and Housing Code violations in single-family and multi-family rental housing and will take the necessary action to correct the violations.

22. Relocation of Housing

To preserve the existing housing stock, the City will encourage the relocation of structurally sound housing units scheduled for demolition for any public improvement project, to compatible neighborhoods when appropriate land can be found.

23. Existing Rental Stock Protection

In its efforts to maintain an adequate supply of rental housing, the City will continue to regulate the conversion of condominiums and will continue to enforce Article 7 of the Walnut Creek Subdivision Ordinance which limits the number of conversions to no more than 5% of the City's potentially convertible rental stock in any one calendar year.

At present, there are approximately 4,500 rental apartments in Walnut Creek. With a limit of converting 5% per year to condominiums, approximately 1,200 units could be converted over the next six years, although this is not likely to happen. If the 1200 units converted, approximately 3,300 units would remain in the rental housing stock.

### C. QUANTIFIED HOUSING OBJECTIVES

Section 65588 of the Government Code requires each local government to update its Housing Element every five years according to a statutory schedule. Local governments within the regional jurisdiction of ABAG are required to update their plans by July 1, 1990. The adoption of this plan satisfies this requirement.

The estimated number of housing units to be provided between 1989 and 1995 through the City's housing policies and programs are presented in Table 3-2. This table shows the number of new units that are projected to be constructed over the next six years and the number of existing units which will be affected by financial assistance, rental subsidy, or housing inspection, maintenance and rehabilitation programs.

### D. SCHEDULE OF HOUSING PROGRAMS

Table 3-3 outlines the tentative time schedule for implementation of the housing programs. The numbers in the table refer to the program numbers as listed in the goals and policies section of the Housing Element. The City will strive to meet these time targets but realizes that unforeseen time or budgetary constraints may delay the schedule for certain programs. In addition, the City recognizes that the limitation set forth in Measure H may delay the schedule.

Table 3-2  
Housing Objectives  
1989-1995

|  | Total No.<br>of Units                   | Low and<br>Moderate*<br>Income Units |
|--|---|--------------------------------------|
| <u>Programs for New Construction</u>                                 |   |                                      |
| Alma Ave. Specific Plan Implementation                               | 150                                     | 30                                   |
| Mixed Use Zoning   | 20                                      | 5                                    |
| Residences Above Commercial Structures                               | 15                                      | 5                                    |
| Golden Triangle Housing  | 150                                     | 20                                   |
| Land Banking/Land Write-Downs  | 30                                      | 30                                   |
| Reuse of Institutional Sites   | 20                                      | 5                                    |
| Annexation of Vacant Land  | 75                                      |                                      |
| Rezoning of Non-Residential Land                                     | 250                                     | 35                                   |
| Funding Assistance   |   |                                      |
| - Single Family Contra Costa County<br>Mortgage Revenue Bond Program | 40                                      | 10                                   |
| - Multiple Family Mortgage Revenue<br>Bond Program                   | 400                                     | 80                                   |
| Affordable Units in New Housing<br>(density bonuses)                 | 80                                      | 80                                   |
| Affordable Units - New Construction                                  | 40                                      | 40                                   |
| Temporary Shelter Facility<br>Manufactured Housing                   | (One, if needed)<br>10                  | 10                                   |
| Second Family Units  | 15                                      |                                      |
| Senior Housing-Independent   | 780                                     | 50                                   |
| Citywide Residential Development                                     | 325                                     | -                                    |
| Commercial/Retail Uses in Multi-<br>developed)<br>family Structures  | (Unknown until guidelines<br>developed) |                                      |
| Tax Increment Funds  | (Not available until 1996)              |                                      |
| <b>TOTAL NEW UNIT CONSTRUCTION</b>                                   | <b>2,400</b>                            | <b>400</b>                           |



|                                      | <u>Total No.<br/>of Units</u> | <u>Low and<br/>Moderate*<br/>Income Units</u> |
|--------------------------------------|-------------------------------|---|
| <b><u>Other New Construction</u></b> |                               |   |
| Residential Care Facilities          | 80                            | 20  |
| Skilled Nursing Facilities           | 180                           | 90  |
| <b>TOTAL NO. OF NEW BEDS</b>         | <b>260</b>                    | <b>110</b>                                    |

**Programs for Existing Housing**

|  |            |            |
|--|------------|------------|
| Funding Assistance   |            |            |
| - Homeownership Assistance Program                             | 30         | 30         |
| - Mortgage Credit Certificates                                 | 10         | 10         |
| - Reverse Annuity Mortgage (seniors)                           | 5          | 5          |
| - Single Family Mortgage<br>Revenue Bond Program               | 60         | 15         |
| Federal Rental Subsidy Programs<br>(additional)                | 30         | 30         |
| Relocation of CALTRANS houses                                  | 5          |            |
| Relocation Assistance  | 10         | 10         |
| Households Receiving Funds for<br>Rehabilitation & Maintenance | 10         | 10         |
| Code Enforcement in Single Family<br>Homes                     | 20         | 5          |
| Code Enforcement in Multi-Family<br>Homes                      | 100        | 50         |
| <b>TOTAL EXISTING UNITS AFFECTED BY<br/>PROGRAMS</b>           | <b>280</b> | <b>165</b> |

\* Low- and Moderate-Income units are included in the total number of units.





Free Downtown Shuttle



Commute traffic on Ygnacio Valley Road



Model of the new  
680/24  
interchange



Bike trail in Rancho San Miguel

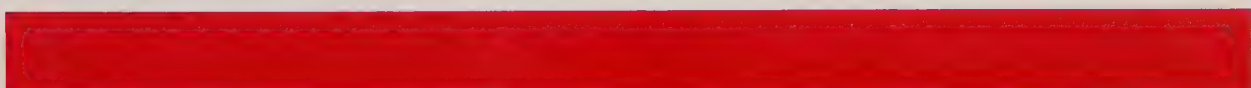
## **CHAPTER 4**

# **Transportation Element**

The Transportation Element addresses the transportation issues for the City and Planning Area through the year 2005. It describes the City's roadway system and the different types of transportation modes used throughout the City. Additionally, it provides the Walnut Creek community with the necessary information and policy direction to guide future decisions regarding the construction and funding of transportation projects.

The element is divided into five subelements:

- Roadways
- Transit and Transportation Systems Management (TSM)
- Pedestrian Systems
- Bikeways







## ROADWAYS SUBELEMENT - POLICIES

Walnut Creek's location at the junction of two major freeways (I-680 and State Route 24), is both an advantage and a disadvantage. It makes the City easily accessible to both Central Contra Costa County and several adjoining counties. At the same time, it provides the only way for many outside commuters to reach the two major freeway systems. Studies have identified that as much as one-third of the vehicular trips on Ygnacio Valley Road, and a significant percentage entering the Core Area, are passing through the City. This situation is expected to increase in the future with the additional development in East Contra Costa County causing some Walnut Creek streets to function above capacity.

On November 5, 1985 the voters of Walnut Creek approved Measure H, the Traffic Control Initiative. Measure H, with certain exceptions, restricts the construction of commercial and residential buildings unless specified street intersections operate at level of service "D" (V/C ratio of .85) or better at the A.M. and P.M. peak hour, with certain exemptions. (See text of Measure H at p. 1-9.)

The purpose of the Roadways Subelement is to describe the existing and expected future condition of the roadway network, to identify actions that can be taken to address the City's significant traffic problems and to attempt to attain adequate traffic service level standards as specified in Measure H.

Goals and policies in this subelement are directed toward:

- identifying acceptable roadway improvements;
- establishing traffic management strategies; and
- committing to regional solutions for traffic impacts resulting from regional growth, all to attempt to attain Measure H standards.

**GOAL 1:** To maintain a roadway network that provides mobility to all segments of the community and provides for the safe transport of people and goods.

**Policy 1:**

Maintain Level of Service standards for the City's roadway network (see Table 2-7 in the Growth Management Subelement and Table 4-2 in this subelement).

**Program 1.1:**

Identify roadway improvements and traffic management techniques which maintain established levels of service.  
**Responsibility:** Community Development Department

Program 1.2:

Analyze identified traffic improvements and programs to determine if acceptable traffic mitigations can be devised which will allow the City to attain Measure H traffic level standards.

Responsibility: Community  
Development Department

Policy 2:

Establish specific road design standards for the construction or improvement of roads, consistent with the character of the road and expected traffic demands.

Program 2.1:

Develop design standards for arterials, collectors, local streets, rural roadways, cul-de-sacs and hillside development.

Responsibility: Community  
Development Department

Policy 3:

Provide roadway improvements which will improve safety and circulation and will reduce congestion on the existing City roadway network.

Program 3.1:

Biannually identify roadway improvements needed to implement the General Plan. (The current CIP for 1988-1998 roadway improvements is listed in Table 4-1.)

Responsibility: Community  
Development Department

Program 3.2:

Implement the roadway improvements not listed in the 1988-1998 CIP and identified in future studies as funding becomes available.

Responsibility: Community  
Development Department;  
Transportation Commission; City  
Council

Program 3.3:

Require public street right-of-way dedication and improvements as development occurs.

Responsibility: Community  
Development Department



Program 3.4:

Develop a program of traffic management techniques that will assist traffic flow and reduce localized congestion in selected areas. These measures could include:

- a. one-way streets;
- b. optimization of signal timing;
- c. reversible lanes;
- d. restricted turning movements;
- e. intersection channelization;
- f. prohibition of on-street parking;
- g. designation and efficient placement of bus stops;
- h. prohibition of truck travel;

Responsibility: Community  
Development Department

Policy 4:

Provide roadway improvements which achieve acceptable levels of congestion without excessive disruption to the community.

Program 4.1:

Participate in the planning effort for future improvements on the Southern Pacific right-of-way or other alternative alignments, including consideration of the Contra Costa Commuterway, insuring minimum disruption to adjacent residential neighborhoods.

Responsibility: Community  
Development Department

Policy 5:

Require new residential and commercial development to contribute toward future transportation improvements.

Program 5.1:

Adopt a Traffic Impact Fee Ordinance.

Responsibility: Community  
Development Department, City  
Council

Policy 6:

Promote the installation of High Occupancy Vehicle (HOV) lanes on selected roadways.

Program 6.1:

Undertake a study to determine where HOV lanes will improve the overall movement of people without creating hazards.

Responsibility: Community  
Development Department

**Policy 7:**

Promote metering of vehicles along selected roadways.

**Policy 7.1**

Undertake a study to determine whether metering lights on appropriate roads will improve the overall movement of people and meet Measure H traffic service level standards.

**Responsibility:** Community  
Development Department

**GOAL 2:** To minimize through traffic on local roadways.

**Policy 8:**

Minimize adverse traffic impacts on local streets through the selective use of alternative street designs and application of traffic management techniques.

**Program 8.1:**

Consider the following implementation techniques:

- a. provision of adequate arterial and collector streets;
- b. restricted turning movements;
- c. traffic diverters;
- d. landscaped or narrowed entrances;
- e. traffic circles;
- f. truck restricted areas or weight limitations;
- g. woonerf areas or zones;
- h. narrower street designs or cul-de-sacs; and
- i. defensive traffic management.
- j. signal timing to favor pedestrian movement

**Responsibility:** Community  
Development Department

**Goal 3:** To work towards a solution to reduce traffic impacts on regional transportation facilities.

**Policy 9:**

Cooperate with other jurisdictions to develop and implement regional solutions to traffic problems generated by growth outside the City.

**Program 9.1:**

Continue to participate in TRANSPAC and the Contra Costa Transportation Commission.

**Responsibility:** City Council

Program 9.2:

Work toward the establishment and maintenance of a coordinated, region-wide program for monitoring transportation activity, including counts of automobile occupancy, transit passengers and bicycle traffic. TRANSPAC could provide this service.

Responsibility: Community  
Development Department; TRANSPAC

Program 9.3:

Work toward consistent, region-wide policies for street and highway design, access control and assessment of property owners.

Responsibility:  
Community Development Department

Program 9.4:

Monitor regional development to ensure that new development is required to mitigate its impact on Walnut Creek's roadway network.

Responsibility: Community  
Development Department

Program 9.5:

Strongly support efforts to obtain state funding for improvements to Highway 4 and other county roads to provide a bypass for traffic currently passing through Walnut Creek.

Responsibility: Community  
Development Department

Program 9.6:

Work with CALTRANS to achieve timely construction of programmed freeway and interchange improvements.

Responsibility: Community  
Development Department



Program 9.7:

Investigate with surrounding jurisdictions the possibility and effectiveness of forming a traffic abatement district.

Responsibility: Community  
Development Department

Policy 10:

Participate with the State and Central County jurisdictions in the planning, financing and construction of an East-West Freeway.

Program 10.1:

Work with the State and local jurisdictions on the development of a specific alignment for the extension of Highway 24 through Central Contra Costa County. The alignment should not disrupt established neighborhoods.

Responsibility: Community  
Development Department

## ROADWAYS SUBELEMENT - BACKGROUND

### A. OVERVIEW

The automobile continues to be the predominant mode of transportation in Walnut Creek and the region, and is likely to continue as such in the foreseeable future. The automobile still offers the greatest degree of mobility and flexibility in getting from one place to another.

Walnut Creek is not an isolated community. It adjoins the cities of Concord, Pleasant Hill, and Lafayette and is directly affected by growth in eastern Contra Costa County and along the I-680 and I-580 freeway corridors. New growth within these areas will continue to have a significant impact on Walnut Creek's streets, particularly Ygnacio Valley Road, which is used as a major east-west route to obtain access to the I-680 freeway.

The problem of traffic congestion has been a major citywide concern since the 1950's. The debate over possible ways to improve traffic conditions has been a recurring theme from the "Little Master Plan" adopted in 1956, to the passage of the citizen initiated "Measure H", enacted in 1985. Measure H limits the amount of growth which can occur in the City until a specific level of service is achieved at all designated intersections. In order to achieve Measure H standards on Ygnacio Valley Road, at least one, and possibly two east/west roadway(s), in addition to Ygnacio Valley Road, must be constructed. Analysis indicates it is not possible to meet the Measure H levels of service without the construction of at least one additional major east-west roadway.

Consistent with Measure H, the Plan establishes, through the Growth Management System, a level of service "C" for all residential streets, and "D" for the collector streets and arterials.

### B. OUTLOOK FOR STREET IMPROVEMENTS

Although new streets, better access and a more logical street configuration are desired in many parts of the community, the need for these street improvements will be costly and difficult to implement. With few exceptions, land use patterns, environmental constraints and fiscal restrictions dictate that construction of major new roadways be carefully assessed. Federal funding sources are expected to be less available than in previous years. However, the City and adjacent jurisdictions are now looking into the development of regional funding sources.

This General Plan sets forth a number of policies and programs intended to attempt to achieve the service standards called for in Measure H.

The City's major roadway improvements over the next ten years are listed in the Capital Improvement Program, 1988 to 1998 (refer to Table 4-1). Many of the street improvements are planned for the Core Area. Additional minor operational improvements will be made in the Core Area and throughout the City as traffic conditions warrant and funding permits.

Some relief from congestion on City streets is expected to occur with the completion of regional facilities, such as the I-680 freeway widening and reconstruction of the I-680/SR 24 interchange, and the successful implementation of techniques to better utilize the existing roadway network. These are discussed in more detail in the Transit and Transportation Systems Management (TSM) Subelement.

In the spirit of regional cooperation, the City will continue to work with TRANSPAC, the Contra Costa Transportation Commission, the Metropolitan Transportation Commission (MTC) and the State to encourage regional transportation improvements, including the upgrading of Highway 4 from Antioch to Interstate 80, and the reconstruction of Vasco Road between Brentwood and Interstate 580.

### C. ROADWAY SYSTEM

The City's roadway system is composed of an hierarchy of streets which serve different functions in the collection and movement of traffic. Pavement width, sight distance and travel speed generally increase as one moves from local streets to collectors and arterials.

Freeways: Freeways are limited access facilities designed with four to ten travel lanes. The two freeways in Walnut Creek are Interstate 680 and State Route 24.

Major Arterials: The function of a major arterial is to move large volumes of traffic at relatively high speeds. Typically, this kind of street varies from four to six lanes in width; parking, loading, and access to individual properties are prohibited. The major arterials are Ygnacio Valley Road, Treat Boulevard, Pleasant Hill Road and Geary Road.

Arterials: Arterial streets, along with major arterials, typically serve as the network for through traffic flow. These streets connect the various sections of the City and provide access to freeways. They are intended to carry high volumes of traffic and provide a means to divert traffic from neighborhood streets. Arterials can range from two to six lanes. Examples of arterials within Walnut Creek are California Boulevard, Broadway, Tice Valley Boulevard, Olympic Boulevard, and Mt. Diablo Boulevard.

Collectors: Collector streets are designed to move traffic between arterials and local streets. Roadways used primarily for traffic movement within residential, commercial or employment areas may also be categorized as collector streets. These streets serve a dual purpose by providing a means for local through-traffic within an area and for direct access to abutting



properties. For the most part, collectors are two-lane streets with wider rights-of-way than local residential or business streets. In some cases, especially in commercial areas, collector streets may provide four travel lanes. Examples of collector streets within Walnut Creek are Boulevard Way, La Casa Via, San Luis Road, Buena Vista Avenue, and Walnut Boulevard.

Local Streets: Local streets provide direct access to adjacent properties. The traffic volumes and travel speeds are usually low since the streets are generally short. Through traffic movement is discouraged on these roadways.

#### D. ROADWAY CAPACITY AND LEVEL OF SERVICE

Two important concepts are used to define how well a road system functions: roadway capacity and level of service. The capacity of a roadway or intersection is the maximum number of vehicles that can be handled in a given time period (usually an hour) by that facility under prevailing conditions. Roadway capacity is based on physical characteristics such as the number of lanes, as well as operating conditions, such as the number of trucks and buses also using the roadway.

"Level of Service" is a standard method of describing operating conditions based on a comparison of street or intersection traffic volumes (number of vehicles) to the theoretical capacity of the facility. The six Levels of Service, "A" through "F", describe conditions from best to worst respectively. (See Table 4-2).

Traffic levels of service at intersections will be calculated pursuant to the Planning Method as specified in the Transportation Research Board Circular 212, dated January 1980. The Planning Method will be used to determine the level of service for all planned developments and to calculate existing service levels at intersections.

#### E. EXISTING CONDITIONS

##### 1. Roadway Network

Walnut Creek is defined to some extent by its network of roadways (refer to Figure 4-1). The I-680 freeway runs north-south through the western part of the City; the Geary/Treat corridor extends through the northern part of the City; and Main Street and the Southern Pacific Railroad (SPRR) Right-of-Way run through the City in a north-south direction.

Perhaps the most notable roadway in Walnut Creek is Ygnacio Valley Road, which bisects the City and functions as an extension of State Route 24, carrying traffic to the developing portions of eastern Contra Costa County.

2. East-West Circulation Issues

The two major east-west arterials connecting east Contra Costa County with I-680 are Ygnacio Valley Road and Treat Boulevard. Both roads are operating near or at full capacity levels.

Before 1970, the California State Division of Highways Master Plan included a new freeway extension through the Ygnacio Valley area. After several years of controversy, this freeway route was deleted from the local general plans, although it is still in the State Highway Master Plan. Treat Boulevard and Ygnacio Valley Road are now the only streets which carry east-west traffic from the Ygnacio Valley area to the Core Area and to the freeways.

There is a need for additional east-west roadway capacity. Construction of a new freeway will be explored to provide relief for Ygnacio Valley Road and Treat Boulevard. Ideally, the alignment of this freeway should not impact established neighborhoods or open space, although this may prove to be infeasible.

3. North-South Circulation Issues

For years the junction of I-680 and State Route 24 has been a severe bottleneck. The original design of the interchange anticipated no major connection to the south. With the Federal Interstate Highway Program, I-680 was established as a north-south freeway through Contra Costa County; however the interchange was not rebuilt to accommodate this additional connection. CALTRANS is now rebuilding the entire interchange to improve this design defect. Anticipated completion date is 1995.

The Southern Pacific Railroad (SPRR) right-of-way is currently being acquired by the County. There are several specific projects proposed for the alignment, including roadways, pedestrian trails, bikeways, busways, High Occupancy Vehicle (HOV) lanes and light rail. A portion of the alignment in Walnut Creek, the South Broadway Extension, will be developed as a two lane roadway with a pedestrian/bikeway trail.

The four arterials running in the north-south direction are Oak Grove Road, Bancroft Road/Walnut Avenue, Civic Drive/Oak Road, and Main Street. While there is sufficient capacity along most of these facilities, portions of these roadways experience congestion. Improvements to increase capacity along Main Street between the I-680 South Main off-ramp and Newell Avenue include the construction of the South Broadway Extension. Capacity on north Main Street will be increased with the construction of the North Main/Parkside Bypass. Improvements to Bancroft Road include the addition of one to two lanes along portions of that roadway.

#### 4. Traffic Volumes

Traffic is continuing to increase on Walnut Creek roadways because of growth occurring within the City and in the surrounding region.

Figures 4-2 and 4-3 show existing and future citywide and Core Area traffic volumes. Other than the freeway, the road with the largest amount of traffic is Ygnacio Valley Road. Peak daily traffic volumes are over 78,000 vehicles per day, and the average daily traffic (ADT) is 68,000 vehicles per day. This traffic volume exceeds that of several California freeways.

### F. FUTURE CONDITIONS

#### 1. Trip Generation Projections

At present, City residents, employees and visitors create over 406,000 person trips and approximately 301,000 vehicle trips each day. Based on development projected to occur either under Measure H constraints or this Plan's Growth Management Program, these numbers are expected to increase to 593,000 person trips and 366,000 vehicle trips by the year 2005. Table 4-3 breaks this figure down by trip purpose. These statistics do not include vehicle trips passing through Walnut Creek.

#### 2. Projected Traffic Conditions

The City developed a traffic model which forecasts the traffic impacts of future road and land use alternatives in both the City and the region. The level of detail is greater for roadways within the City; however, the computer model was designed to reflect planned changes in land use and transportation system capacity throughout the Bay Area region. Land use projections for Contra Costa County were provided by the County's Community Development Department as part of its Countywide General Plan Update. Association of Bay Area Governments (ABAG) land use projections were used for areas outside of Contra Costa County.

The comprehensive transportation model develops trip generation rates by different trip types (work trips, shopping trips, etc.) trip distributions (identification of beginning and ending locations for trips), modal splits (the numbers of persons using transit, carpools, or driving alone), trip assignments (the identification of specific routes or roads) and traffic levels of service for both intersections and links.

An alternative was tested which assumed the construction of an east-west freeway north of and parallel to Ygnacio Valley Road. No specific alignment was identified. The analysis revealed that this alternative would substantially reduce future congestion levels on Ygnacio Valley Road and in the Core Area. Although the City recognizes the benefits from such a road, there is considerable concern



about disruption to existing neighborhoods. The City will explore this alternative with the State and Central County jurisdictions, keeping in mind that preservation of existing neighborhoods is a top priority in the City.

The trip generation projections are based on assumed roadway improvements within and beyond the City of Walnut Creek. County projects assumed to be constructed by the year 2005 include:

- Reconstruction of the I-680/SR 24 interchange
- Improvements to I-680 from I-580 to Marina Avenue
- Widening Benicia Bridge to six lanes
- Improvement of the John Knox Freeway from I-680 to the Richmond-San Rafael Bridge
- Widening Olympic Boulevard from I-680 to Tice Valley Blvd.
- Widening I-80 from Willow Road to Buchanan Street
- Widening Highway 4 (west) to four lanes from I-80 to the Cummings Skyway
- Widening Highway 4 (east) to six lanes from Highway 242 to Hillcrest Road
- Improvements to Vasco Road

Projects assumed to be constructed in the City of Walnut Creek by the year 2005 include:

- Widening Bancroft Lane to four lanes from Ygnacio Valley Road to Minert
- Widening Oak Road to four lanes
- Construction of the South Broadway Extension
- Additional left turn lanes at the intersections of Mt. Diablo Boulevard/Locust Street, Mt. Diablo Boulevard/California Boulevard, Broadway/Lincoln, and Broadway/Cypress.
- Widening Geary Road to four lanes from Pleasant Hill Road to Main Street
- Widening Mt. Diablo Boulevard to six lanes from I-680 to California Boulevard
- Widening Olympic Boulevard to six lanes from I-680 to California Boulevard
- Construction of the N. Main/Parkside Bypass
- Restriping California Boulevard to six lanes from N. Main to Olympic
- Extending Riviera Avenue

Table 4-4 shows the existing and general plan buildout volume to capacity ratios for selected intersections within the City. The data in this table indicate that future congestion will increase. With Plan buildout the number of intersections exceeding a volume to capacity ratio of 1.00 (Level of Service "F") will be 13 in the AM peak hour and 19 in the PM peak hour. Using the

same method of analysis, there are currently 4 intersections where demand exceeds capacity in the AM Peak, and 10 intersections during the PM peak. Where volume to capacity ratios exceed 1.0, the peak period traffic congestion will spread into additional hours.

However, these projections do not include anticipated trip reductions that may be realized from the implementation of a number of programs including construction of east/west freeway, metering along Ygnacio Valley Road and an aggressive TSM program.

### 3. Proposed Roadway System

The proposed roadway system includes projects in the ten year Capital Improvement Program, projects constructed by other agencies, and roadway improvements proposed for construction at the time of new development. Depending on the results of further studies called for in this Plan, the CIP list may be supplemented with additional projects needed to attain adequate service level standards.

#### a. Interstate 680/State Route 24 Freeway Recommendations and Improvements

Beginning in 1989, CALTRANS will construct major improvements to I-680 and State Route 24. The road network described in this document takes into account the relocation and redesign of freeway on and off ramps, overcrossings, and roadways adjacent to the freeway.

The planned improvements include a redesign of the I-680/SR 24 interchange to eliminate the "weave" problem (crossing traffic), to realign the interchange making SR 24 a right lane entrance and exit as prescribed by Federal Highway Standards, providing three through lanes for both I-680 and SR 24 in each direction resulting in a twelve lane cross-section at the interchange, and redesigning on and off ramps to conform with new standards for interstate trucks. Figure 4-4 shows the major interchange revisions in the Walnut Creek sphere of influence.

#### b. Major Arterial Recommendations and Improvements

Geary Road: Geary Road is proposed to be widened to four travel lanes, plus bike lanes, between North Main Street and Pleasant Hill Road. Improvements will be coordinated with the City of Pleasant Hill. (1988-1998 CIP project)

Pleasant Hill Road: Pleasant Hill Road is becoming more congested as development in North Walnut Creek, Pleasant Hill, and Martinez increases. The City will cooperate with the cities of Lafayette and Pleasant Hill and with Contra Costa County to support improvements to this roadway.

Treat Boulevard: Treat Boulevard is constructed to its ultimate width and no widening is proposed east of Bancroft Road. However, there is a need for an additional eastbound lane between Cherry Lane and Bancroft Road.

Ygnacio Valley Road: Ygnacio Valley Road has been constructed to its ultimate width. Minor operational improvements are proposed at various intersections. Portions of this roadway will be converted to HOV lanes which can be used exclusively by vehicles with two or more occupants. (1988-1998 CIP project)

c. Arterial Street Recommendations and Improvements

Bancroft Road: Bancroft Road will be widened to four lanes from Ygnacio Valley Road to Minert Road. (1988-1998 CIP project)

Broadway: Operational improvements, such as turn lanes, should be constructed on Broadway between Civic Drive and Mt. Diablo Boulevard. (1988-1998 CIP; unfunded)

California Boulevard: On-street parking during peak hours will be eliminated. The six lanes between North Main Street and Olympic Boulevard will be restriped. (1988-1998 CIP project)

Civic Drive - Oak Road: Civic Drive is constructed to its ultimate width and no improvements are proposed. Oak Road will be widened to four lanes between Walden and Jones Road. (1988-1998 CIP project)

Livorna Road: Livorna Road is projected to have a significant increase in traffic during commute hours as development in the south Walnut Creek area continues. Widening may be required at its intersection with Trotter Way and possibly at Lavender to provide separate left turn lanes. In the near term, Livorna should be able to remain as a two-lane road; however, sufficient right-of-way for a four-lane arterial should be maintained in the event traffic volumes exceed those projected. New residential projects should not have access onto Livorna.

Mount Diablo Boulevard: The roadway will be widened to six lanes from Highway I-680/SR 24 to California Boulevard. This will require the removal of on-street parking. (1988-1998 CIP project) On Mt. Diablo from California to Broadway the City desires to promote pedestrian travel between Broadway Plaza and the Main/Locust Street retail area. Various traffic management techniques will be considered to achieve this goal. (See Program 7.1).



North Main/Parkside Bypass: A three lane, one-way roadway on the west side of the BART tracks between Pine Street and the relocated North Main Street I-680 freeway on-ramp is proposed for construction. This will relieve congestion at the intersection of North Main Street and Parkside Drive. (1988-1998 CIP project)

Oak Grove Road: At present, the roadway appears adequate for a reasonable level of traffic flow in the future. Although some peak period congestion will be present at signalized intersections, no major improvements are contemplated along this route.

Olympic Boulevard: Olympic Boulevard will be widened to four lanes between Tice Valley Boulevard and Newell Avenue and to six lanes between the I-680 freeway and California Boulevard. (1988-1998 CIP project)

Rossmoor Parkway: As development in Rossmoor continues, the entry gate facility will ultimately need to be revised to add a separate lane for visitors.

Rudgear Road: Rudgear Road is not expected to experience increased auto traffic. Most portions of this road are operating in a satisfactory manner. The major improvement needed is the widening or clearing of an area for pedestrians to walk along the street section between San Miguel Road and Rudgear Estates.

South Broadway Extension: A new two lane limited access road between Newell Avenue and Rudgear Road will be constructed along the SPRR right-of-way. (1988-1998 CIP project)

Tice Valley Boulevard: This roadway functions reasonably well under the existing traffic volumes. Projected traffic volumes do not support widening beyond two lanes east of Rossmoor Parkway. The intersection of Tice Valley and Olympic Boulevards will be improved as part of the County's proposed transportation projects in this area.

Walnut Avenue: The unimproved segment of Walnut Avenue between Autumn Drive and Hutchinson Road should be improved as development occurs. Planned improvements should include two travel lanes, a bike lane on each side of the road and parking on one side of the road.

d. Collector Street Recommendations and Improvements

Alpine Road/Bonanza: Alpine Road will be realigned with Bonanza at Mt. Diablo Boulevard to create a single intersection. (1988-1998 CIP project)

Arbolado Drive: Arbolado Drive should be improved from the Ygnacio Canal to its eastern limit. The road should be widened from its current 30 foot width to a 40 foot wide street with curb, gutter and sidewalk installed on the north side of the street.

Boulevard Way: Frontage improvements should be completed as development occurs along the commercial section of the street to provide for four traffic lanes, on-street parking and pedestrian movements.

Buena Vista Avenue: The section of Buena Vista Avenue between Parkside Drive and Geary Road needs to be widened to conform to City standards. On-street parking should be provided and sidewalks should be constructed to provide safe pedestrian and school access. (1988-1998 CIP; unfunded) The connection between Buena Vista and Hillside Avenues will be eliminated as part of the I-680 freeway improvements.

Castle Rock Road: It is recommended that Castle Rock Road not be extended beyond its present terminus at Castle Rock Park. No southerly extension of this road to south Walnut Creek should occur.

Cedro Lane: Cedro Lane is fully developed with the exception of a one-block segment adjoining Walnut Acres School. The responsibility for improving this segment lies with the school district.

Hillside Avenue: Hillside Avenue from Ygnacio Valley Road to Parkside Drive needs to be improved to city collector street standards as development occurs.

Homestead Avenue and Walnut Boulevard: The recommended policy of the City is to minimize traffic on Homestead Avenue and Walnut Boulevard. Presently, Homestead Avenue, Walnut Boulevard and Walker Avenue are being used during commute hours as a shortcut between Ygnacio Valley Road and the freeway or Core Area. The City is developing specific traffic measures to discourage additional traffic volumes on Homestead and Walnut Boulevard caused by through traffic.

La Casa Via: The improved section of La Casa Via, immediately south of Ygnacio Valley Road, is being widened as part of the John Muir Hospital expansion. No roadway connection between Arbol Via and Fyne Drive should be constructed although pedestrian and bicycle access should be instituted.

North Main Street: The segment between Lacassie Avenue and Ygnacio Valley Road should be improved by reducing the road width from five lanes to four and eliminating the two-way left turn lane. Three northbound through lanes will be retained between Arroyo Drive and Ygnacio Valley Road. (1988-1998 CIP project)

Oakland Boulevard: The northbound segment of Oakland Boulevard will be eliminated between Trinity and Ygnacio Valley Road as part of the modifications to the I-680/Ygnacio Valley Road off-ramp.

Parkside Drive: Parkside Drive from Overlook to San Juan needs to be improved to city collector street standards as development occurs.

Riviera Avenue Extension: Riviera Avenue will be extended from Pringle Avenue to Ygnacio Valley Road as a three lane facility. (1988-1998 CIP project)

San Luis Road: San Luis Road should be improved to collector street status with the completion of frontage improvements between North Main Street and Buena Vista Avenue.

Snyder Lane: Snyder Lane will be improved to collector street standards. (1988-1998 CIP project)

Walnut Boulevard: Walnut Boulevard needs several minor improvements along the entire street to improve traffic flow and to provide additional safety measures. Exposed drainage ditches, particularly in the northern section of the street, should be covered. Other segments of the street need various safety improvements, but no widening beyond two lanes is proposed.

e. Local Street Recommendations and Improvements

Numerous improvements are needed to local streets within the planning area. Since individual local streets do not usually play an important role in the City's overall circulation system, no attempt has been made to evaluate these streets. However, in a few circumstances, local streets were discussed in the planning process because of external factors or changes from previous City policies. Because of the lack of arterials, local streets in some cases may be impacted by non-local traffic and may warrant traffic diverters or other protective devices.



Central Road: This road (formerly Crokaerts Road) should be retained as a service street between North Main Street and North Broadway. Access should be restricted to right turn in, right turn out at both ends. Once it is improved to city street standards it should be accepted into the city street system.

Kinross Drive: Kinross Drive should not be connected to Seven Hills Ranch Road.

Lacassie Avenue: Lacassie Avenue will be modified as part of the I-680 freeway reconstruction project. It will no longer connect with Oakland Boulevard and will terminate in a cul-de-sac.

Wilson Lane: Wilson Lane should be extended as a service road between Lincoln and Duncan Streets to serve as a rear loading alley for business on Main Street and North Broadway.

Commercial Lane: Commercial Lane should be maintained as a service roadway providing delivery service to business on Main Street and Locust Street. This street should be straightened just north of Mt. Diablo Boulevard to eliminate the existing jog.

Table 4-1  
Ten Year CIP Roadway Projects

| Project                                 | Description  | Est. Cost<br>(1988 Dollars) | Target<br>Year |
|---|--|-----------------------------|----------------|
| Civic and Pine Streets                  | Install median on Civic at Pine Street   | \$ 100,000                  | 1988-90        |
| Mt. Diablo at Mt. Pisgah Traffic Signal | Install traffic signal at Mt. Diablo Boulevard and Mt. Pisgah  | \$ 100,000                  | 1988-90        |
| Southern Core Access                    | Widen Olympic Boulevard from four to six lanes, plus a bike lane. Extend South Broadway from Newell Avenue to Rudgear Road as a two lane road. | \$10,800,000                | 1988-90        |
| North Main/Parkside Bypass              | Construct a three lane, one way road on the west side of the BART tracks between Pine Street and the freeway on ramp.                          | \$11,110,000                | 1988-90        |
| California Boulevard Restriping         | Restripe California Boulevard from four to six lanes from Main Street to Newell.   | \$ 233,000                  | 1992-94        |
| Mt. Diablo Boulevard Widening           | Widen Mt. Diablo Boulevard to 6 lanes between SR 24 and California Boulevard   | \$ 3,275,000                | 1994-96        |
| Riviera Avenue Extension                | Extend Riviera Avenue from Pringle to Ygnacio Valley Road  | \$ 2,935,000                | 1994-96        |
| Alpine Road Realignment                 | Realign Alpine between Olympic Boulevard and Bonanza Street  | \$ 6,578,000                | N/A            |
| Oak Road Widening                       | Widen Oak Road to four lanes between Walden Road and Jones Road (in conjunction with the County).  | \$ 2,275,000                | 1988-90        |

Table 4-1 (continued)  
Ten Year CIP Roadway Projects

| Project                   | Description  | Est. Cost<br>(1988 Dollars) | Target<br>Year     |
|---------------------------|--|-----------------------------|--------------------|
| Geary Road Widening       | Widen Geary Road to four lanes plus bike lanes and sidewalks from Main Street to Pleasant Hill Road (in conjunction with the City of Pleasant Hill). | \$ 5,000,000                | 1988-90<br>1992-94 |
| Snyder Lane Widening      | Widen Snyder Lane to a standard street section and add needed sidewalk.  | \$ 325,000                  | 1988-90            |
| Buena Vista Improvements  | Widen and improve the section of Buena Vista between Parkside and Geary Road. Construct a sidewalk on each side of Buena Vista Avenue.               | \$ 4,593,000                | N/A                |
| North Main Narrowing      | Narrow and landscape North Main Street between Civic Drive and Ygnacio Valley Road in keeping with its downtown character.                           | \$ 245,000                  | 1996-98            |
| Ygnacio Landscaping       | Construct a landscaped median on Ygnacio Valley Road between Oak Grove and the Ygnacio canal crossing.   | \$ 690,000                  | N/A                |
| Main/Civic Traffic Signal | Modify traffic signal at Main and Civic  | \$ 30,000                   | 1988-90            |
| Broadway Improvements     | Install turn lanes on Broadway at Lincoln and Cypress  | \$ 10,000                   | N/A                |



Table 4-1 (continued)  
Ten Year CIP Roadway Projects

| Project   | Description  | Est. Cost<br>(1988 Dollars) | Target<br>Year |
|---|--|-----------------------------|----------------|
| Bancroft Road Widening                          | Widen Bancroft Road from two to four lanes from Ygnacio Valley Road to Minert          | \$ 3,030,000                | 1988-90        |
| Ygnacio Valley Road High Occupancy Vehicle Lane | Convert an existing lane on Ygnacio Valley Road to an HOV lane east of Oak Grove Road. | \$ 60,000                   | 1988-90        |
| Shadelands Park & Ride Lot                      | Construct a park and ride lot in Shadelands Business Park.                             | \$ 386,000                  | 1988-90        |

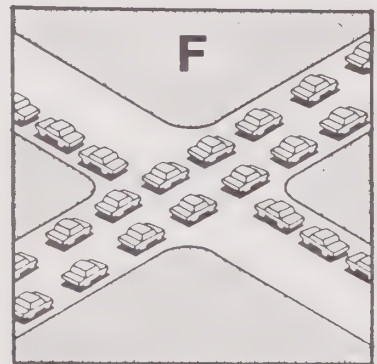
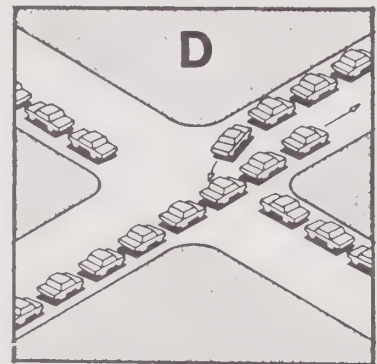
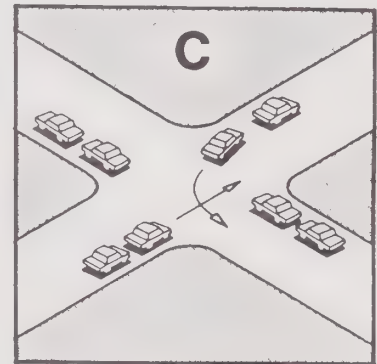
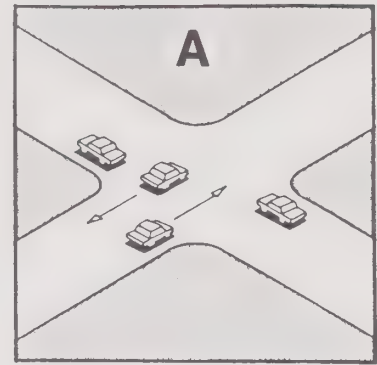
N/A - Information not available at this time.



Table 4-2

# LEVEL OF SERVICE DEFINITIONS

| L.O.S.   | ROADWAY SEGMENTS OR<br>CONTROLLED ACCESS<br>HIGHWAYS   | INTERSECTIONS  |
|----------|--|--|
| <b>A</b> | Free flow, low traffic density.  | No vehicle waits longer than one signal indication.  |
| <b>B</b> | Delay is not unreasonable, stable traffic flow.  | On a rare occasion motorists wait through more than one signal indication.   |
| <b>C</b> | Stable condition, movements somewhat restricted due to higher volumes, but not objectionable for motorists.  | Intermittently drivers wait through more than one signal indication, and occasionally backups may develop behind left turning vehicles, traffic flow still stable and acceptable.  |
| <b>D</b> | Movements more restricted, queues and delays may occur during short peaks, but lower demands occur often enough to permit clearing, thus preventing excessive backups. | Delays at intersections may become extensive with some, especially left-turning vehicles waiting two or more signal indications, but enough cycles with lower demand occur to permit periodic clearance, thus preventing excessive back-ups. |
| <b>E</b> | Actual capacity of the roadway involves delay to all motorists due to congestion.  | Very long queues may create lengthy delays, especially for left turning vehicles.  |
| <b>F</b> | Forced flow with demand volumes greater than capacity resulting in complete congestion. Volumes drop to zero in extreme cases.   | Backups from locations downstream restrict or prevent movement of vehicles out of approach creating a storage area during part or all of an hour.  |



SOURCE: A Policy on Design of Design of Urban Highways and Arterial Streets - AASHTO, 1973 based upon material published in Highway Capacity Manual, National Academy of Sciences, 1965.



## Level of Service Definitions





Table 4-3  
Projected Trips

|   | Existing and Future Trips |         |               |         |
|---|---------------------------|---------|---------------|---------|
|   | Person Trips              |         | Vehicle Trips |         |
|   | 1985                      | 2005    | 1985          | 2005    |
| Total Trip with at least one<br>Trip End in Walnut Creek<br>(all origins) | 406,319                   | 592,776 | 301,191       | 365,717 |
| 1. Home Based Work Trips  | 116,406                   | 154,213 | 91,591        | 116,431 |
| 2. Home Based Shop/other Trips  | 128,638                   | 168,290 | 91,925        | 103,257 |
| 3. Home Based Social/Rec Trips  | 55,095                    | 76,775  | 36,696        | 49,703  |
| 4. Non-Home Based Trips   | 106,180                   | 193,498 | 80,979        | 96,326  |
| Total Trips which begin<br>in Walnut Creek<br>(only Walnut Creek origins) | 253,116                   | 365,134 | 182,598       | 206,133 |
| 5. Home Based Work Trips  | 56,856                    | 72,870  | 43,126        | 54,832  |
| 6. Home Based Shop/other Trips  | 89,189                    | 108,341 | 62,635        | 64,898  |
| 7. Home Based Social/Rec Trips  | 33,692                    | 41,515  | 21,715        | 25,921  |
| 8. Non-Home Based Trips   | 73,379                    | 142,408 | 55,122        | 60,482  |

NOTE: The existing and projected trips shown on this table are based on the EMME2 traffic model, and are valid for systemwide planning. They do not represent trip ends, and therefore are not a valid tool to measure the impact of individual projects. The traffic impacts of individual projects should be calculated using the ITE Trip Generation Manual or comparable data.

Table 4-4  
Existing and General Plan Buildout  
Under Measure H/Growth Management  
Volume-to-Capacity Ratios

| Intersection          | 1986 |      | General Plan<br>(2005) |      |
|-----------------------|------|------|------------------------|------|
|                       | A.M. | P.M. | A.M.                   | P.M. |
| Treat/Carriage        | 0.75 | 0.60 | 1.05                   | 0.75 |
| Treat/Bancroft        | 1.20 | 1.25 | 1.60                   | 1.90 |
| Treat/Candelero       | 0.80 | 0.75 | 1.00                   | 0.90 |
| Treat/Cherry          | 0.75 | 1.00 | 0.95                   | 1.00 |
| Treat/Coggins         | 0.85 | 0.85 | 1.05                   | 0.95 |
| Treat/Oak             | 0.90 | 1.00 | 1.00                   | 1.70 |
| Treat/Buskirk         | 0.95 | 1.35 | 0.90                   | 1.00 |
| Geary/Buena Vista     | 0.90 | 1.05 | 0.60                   | 0.85 |
| Geary/Pleasant Hill   | 0.75 | 0.95 | 0.75                   | 0.90 |
| P. Hill/Green Valley  | 0.80 | 0.90 | 0.45                   | 0.65 |
| N. Main/Sunnyvale     | 0.95 | 0.90 | 1.05                   | 1.00 |
| N. Main/Treat         | 1.10 | 1.10 | 1.60                   | 1.40 |
| N. Main/Second        | 0.60 | 0.45 | 0.30                   | 0.55 |
| N. Main/San Luis      | 0.55 | 0.45 | 0.55                   | 0.95 |
| *N. Main/I-680 nb off | 0.60 | 0.50 | 0.65                   | 0.40 |
| *N. Main/Parkside     | 0.80 | 1.15 | 0.85                   | 0.75 |
| *N. Main/California   | 0.32 | 0.55 | 0.35                   | 0.65 |
| *S. Main/Newell       | 0.85 | 1.00 | 0.35                   | 0.65 |
| *S. Main/Creekside    | 0.80 | 0.85 | 0.50                   | 0.40 |
| *N. Broadway/Civic    | 0.70 | 0.95 | 1.05                   | 1.50 |
| *N. Broadway/Lincoln  | 0.45 | 0.70 | 0.85                   | 1.00 |
| *S. Broadway/Newell   | 0.65 | 0.75 | 0.60                   | 0.80 |
| S. Broadway/Rudgear   | --   | --   | 0.85                   | 0.85 |
| Rudgear/S. Main       | --   | --   | 0.55                   | 0.80 |
| *Ygnacio/Riviera      | --   | --   | 0.45                   | 0.75 |
| *Ygnacio/Oakland      | 0.95 | 1.00 | 1.35                   | 1.15 |
| *Ygnacio/California   | 0.95 | 1.10 | 0.65                   | 0.70 |
| *Ygnacio/Main         | 0.75 | 0.85 | 0.80                   | 0.85 |
| *Ygnacio/Broadway     | 0.80 | 0.85 | 0.90                   | 1.00 |
| *Ygnacio/Civic        | 1.00 | 1.25 | 1.20                   | 1.40 |
| *Ygnacio/Walnut Blvd. | 1.10 | 1.05 | 1.20                   | 1.10 |
| *Ygnacio/Homestead    | 0.95 | 1.05 | 0.95                   | 1.10 |
| *Ygnacio/Marchbanks   | 0.85 | 1.15 | 0.85                   | 1.25 |



(continued)

Table 4-4  
Existing and General Plan Volume-to-Capacity Ratios




| Intersection             | 1986 |      | General Plan<br>(2005) |      |
|--------------------------|------|------|------------------------|------|
|                          | A.M. | P.M. | A.M.                   | P.M. |
| *Ygnacio/La Casa Via     | 0.85 | 1.15 | 0.85                   | 1.50 |
| *Ygnacio/John Muir       | 0.80 | 0.95 | 0.80                   | 1.05 |
| *Ygnacio/San Carlos      | 1.15 | 1.15 | 1.10                   | 1.20 |
| *Ygnacio/Bancroft        | 1.35 | 1.20 | 1.80                   | 1.75 |
| *Ygnacio/Wimbledon       | 0.75 | 0.70 | 0.90                   | 0.85 |
| *Ygnacio/Lennon          | 0.90 | 0.60 | 1.00                   | 0.70 |
| *Ygnacio/Wiget           | 0.90 | 0.90 | 1.10                   | 1.20 |
| *Ygnacio/Via Monte       | 0.70 | 0.80 | 0.80                   | 0.90 |
| *Ygnacio/Oak Grove       | 1.00 | 1.10 | 1.05                   | 1.40 |
| *Mt. Diablo/Boulevard wy | 0.65 | 0.95 | 0.90                   | 1.20 |
| *Mt. Diablo/Oakland      | 0.65 | 0.90 | 0.50                   | 0.90 |
| *Mt. Diablo/Alpine       | 0.45 | 0.60 | 0.80                   | 0.90 |
| *Mt. Diablo/Bonanza      | 0.55 | 0.65 | 0.45                   | 0.80 |
| *Mt. Diablo/Calif.       | 0.65 | 1.00 | 0.65                   | 1.25 |
| *Mt. Diablo/Main         | 0.55 | 0.80 | 0.75                   | 1.35 |
| *Mt. Diablo/Broadway     | 0.70 | 1.00 | 0.90                   | 1.75 |
| Olympic/I680 SB off      | --   | --   | 0.60                   | 0.75 |
| Olympic/I680 NB off      | --   | --   | 0.80                   | 0.60 |
| *N. Calif./Civic         | 0.70 | 0.95 | 0.40                   | 0.75 |
| *N. Calif./Bonanza       | 0.60 | 0.80 | 0.50                   | 0.80 |
| *S. Calif./Olympic       | 0.45 | 0.90 | 0.60                   | 0.95 |
| *S. Calif./Newell        | 0.55 | 0.80 | 0.40                   | 0.95 |
| Bancroft/David           | 0.50 | 0.45 | 0.65                   | 0.65 |
| Bancroft/Minert          | 0.45 | 0.55 | 0.65                   | 0.65 |
| Tice/Rossmoor            | 0.35 | 0.60 | 0.45                   | 0.80 |
| Oak Grove/Mitchell       | 0.90 | 0.90 | 0.90                   | 0.85 |
| *Civic/Parkside          | 0.85 | 0.60 | 0.85                   | 0.80 |
| *Parkside/Bypass Rd.     | --   | --   | 0.40                   | 0.75 |
| *Civic / Walden          | 0.65 | 0.55 | 0.55                   | 0.60 |

\*Measure H specified intersection where  $V/C = .85$  traffic service level must be achieved. Not all intersections specified by Measure H are listed in this table.



FIGURE 4-1

# ROADWAY CLASSIFICATIONS

-  MAJOR ARTERIALS
-  ARTERIALS
-  COLLECTORS
- LOCAL  
(All roadways not otherwise classified)



Note: Depicts existing roadways only.







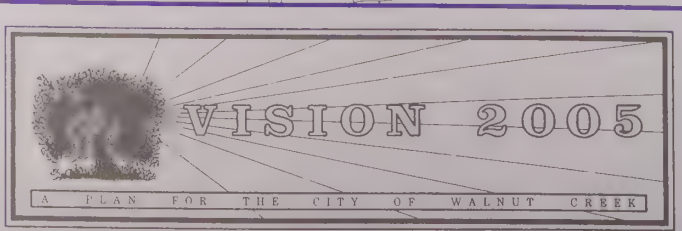
# EXISTING AND FUTURE TRAFFIC

EXISTING  
(1986)

GENERAL  
PLAN\*  
(2005)

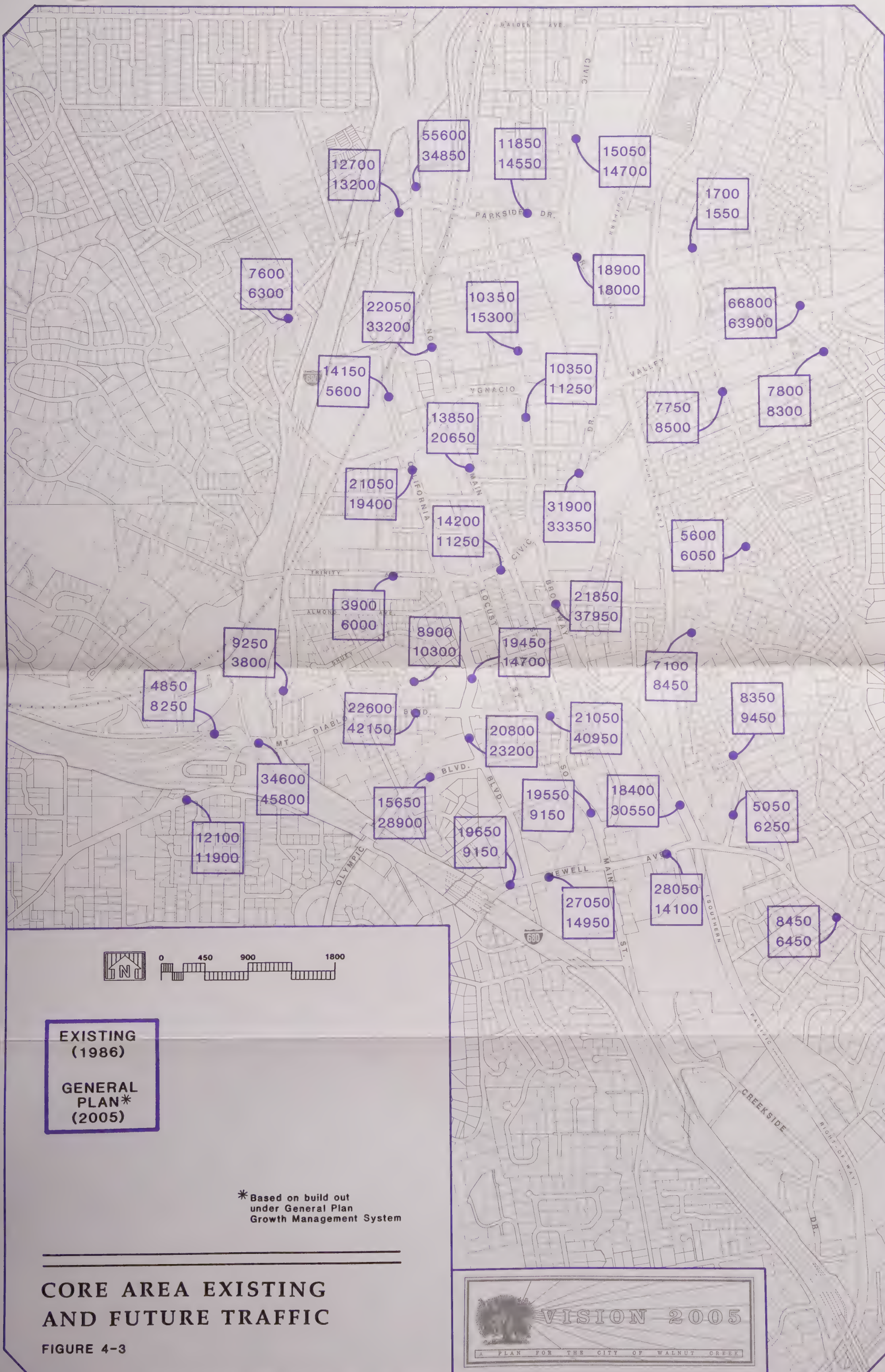
SEE FIG. 4-3  
FOR CORE AREA  
EXISTING AND  
FUTURE TRAFFIC

\*Based on build out  
under General Plan  
Growth Management System





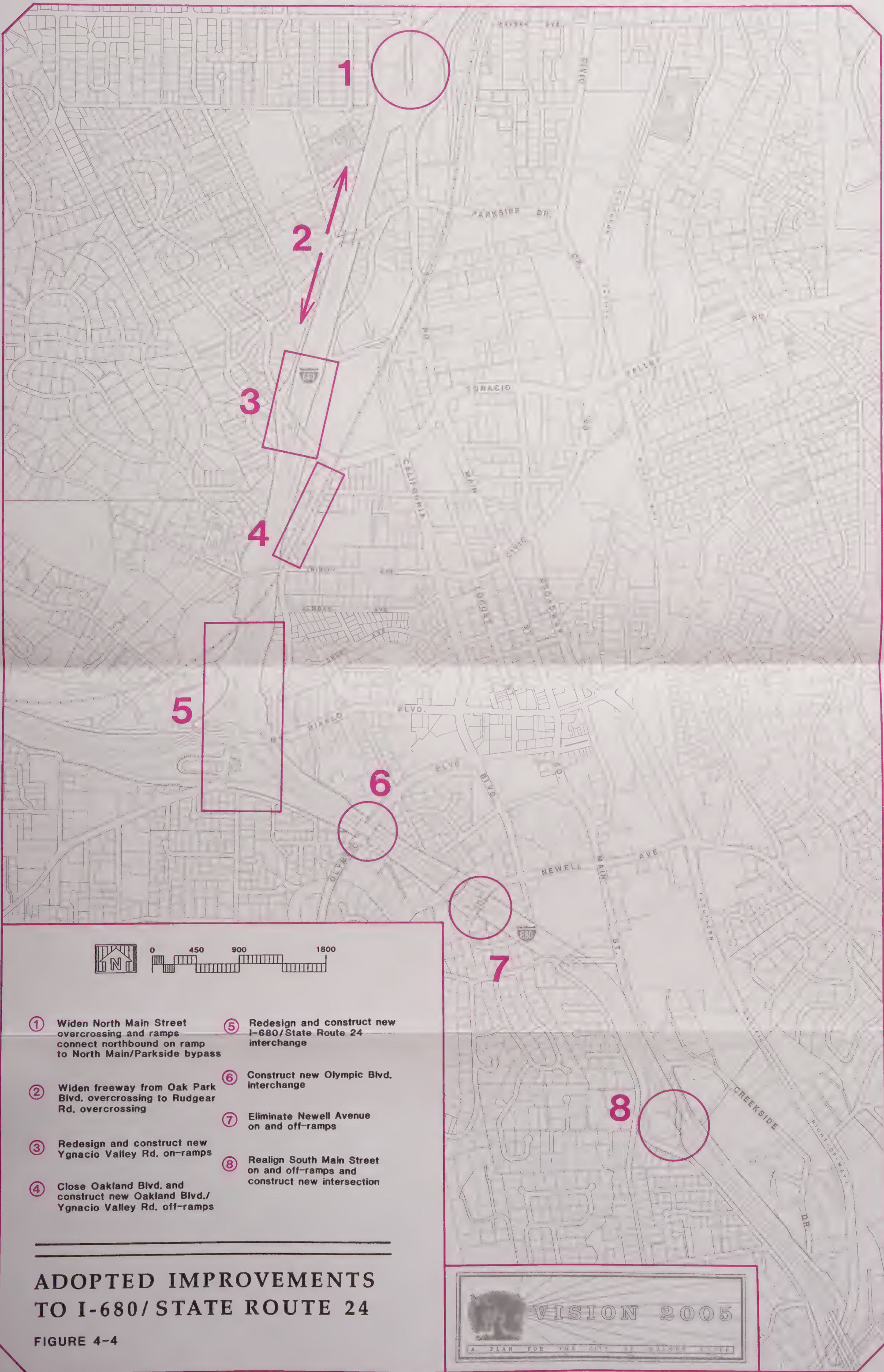












- |   |   |
|---|---|
| ① Widen North Main Street overcrossing and ramps connect northbound on ramp to North Main/Parkside bypass | ⑤ Redesign and construct new I-680/State Route 24 interchange               |
| ② Widen freeway from Oak Park Blvd. overcrossing to Rudgear Rd. overcrossing                              | ⑥ Construct new Olympic Blvd. interchange                                   |
| ③ Redesign and construct new Ygnacio Valley Rd. on-ramps  | ⑦ Eliminate Newell Avenue on and off-ramps                                  |
| ④ Close Oakland Blvd. and construct new Oakland Blvd./Ygnacio Valley Rd. off-ramps                        | ⑧ Realign South Main Street on and off-ramps and construct new intersection |

**ADOPTED IMPROVEMENTS  
TO I-680/STATE ROUTE 24**

**FIGURE 4-4**

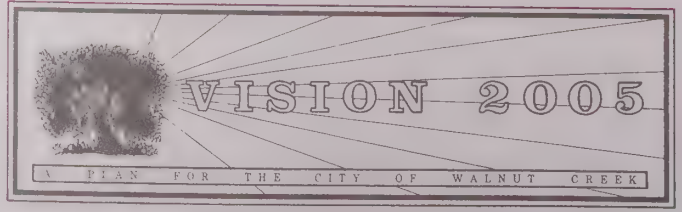






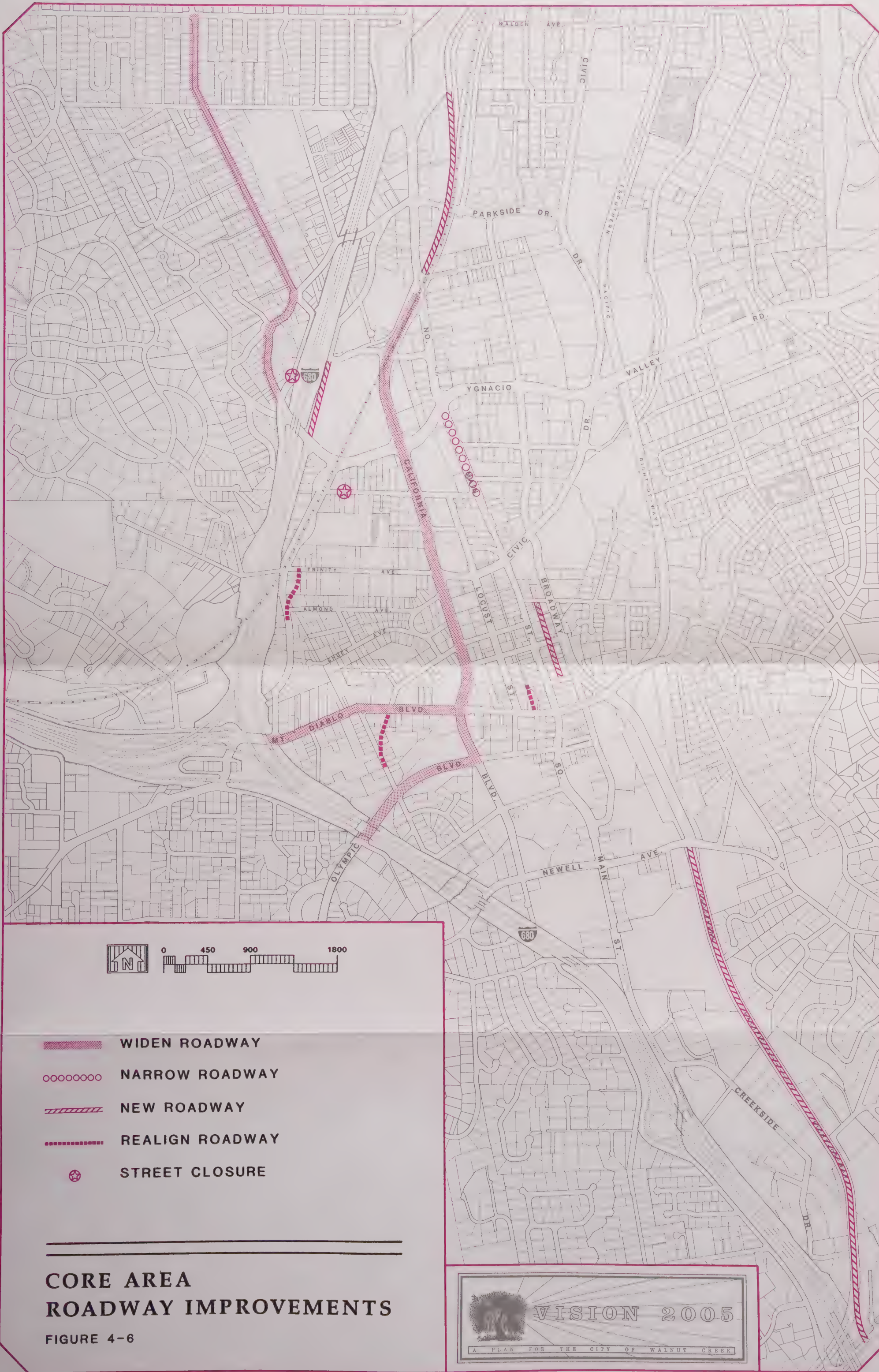
# ROADWAY IMPROVEMENTS






 WIDEN ROADWAY





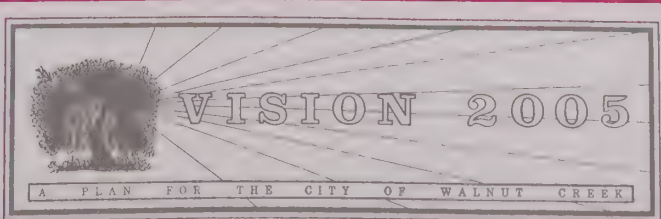




-  **WIDEN ROADWAY**
-  **NARROW ROADWAY**
-  **NEW ROADWAY**
-  **REALIGN ROADWAY**
-  **STREET CLOSURE**

**CORE AREA  
ROADWAY IMPROVEMENTS**

**FIGURE 4-6**







TRANSIT AND  
TRANSPORTATION SYSTEMS MANAGEMENT (TSM)  
SUBELEMENT - POLICIES

This subelement describes the City's commitment to support and improve the level of public transit available to city residents and travellers. This support includes the funding of services such as the Downtown Shuttle Bus and the construction of physical improvements such as bus turnouts on Ygnacio Valley Road and other appropriate locations. The City also encourages the use of transit and ridesharing through its Transportation Systems Management (TSM) Ordinance, adopted in 1988.

The goals and policies in this subelement are directed toward:

- increasing the City's support of public transit;
- providing physical improvements which allow transit to function more efficiently; and
- using Transportation Systems Management to reduce reliance on the single occupant automobile.

**GOAL 1:** To provide a level of transit service which offers an effective and attractive alternative to the single occupant automobile.

**Policy 1:**

Expand public transit in Walnut Creek so that major activity areas such as residential developments, employment centers and shopping areas are more directly linked to each other.

**Program 1.1:**

Develop a program with the Central Contra Costa Transit Authority (CCCTA) or other future transit providers to ensure that transit services, including express bus services, are provided which serve the employment and activity centers during peak hours.

**Responsibility:** Community Development Department and CCCTA.



**Program 1.2:**

Strongly encourage the use of flexible or non-fixed route service during non-commute hours and on less heavily traveled corridors, where effective. This may include the use of dial-a-ride, route deviation, or "checkpoint" dial-a-ride transit services.

**Responsibility:** Community Development Department and CCCTA.

**Program 1.3:**

Continue City financial support for the CCCTA or other transit providers through the use of State Transportation Development Act (TDA) funds and other funds, as needed and appropriate.

**Responsibility:** Community Development Department.

**Program 1.4:**

Within the financial resources of the City, continue to provide transit service to members of the public who are transit dependent.

**Responsibility:** Community Development Department and CCCTA.

**Program 1.5:**

Within the financial resources of the City, improve the bus service in the City through subsidies and pilot programs, including free service and express bus service where appropriate.

**Responsibility:** Community Development Department and CCCTA.

**Program 1.6:**

Within the financial resources of the City, continue to support innovative transit services.

**Responsibility:** Community Development Department and CCCTA

Policy 2:

Support public transit amenities such as bus turnouts and passenger shelters, benches, sidewalks and pedestrian pathways, where appropriate.

Policy 3:

Encourage coordination among transit agencies to facilitate interconnections with minimum delay and inconvenience.

Policy 4:

Encourage provision of transportation services to members of the public who are unable to use conventional transit services.

Program 1.7:

Within the financial resources of the City, construct park and ride lots at appropriate locations.

Responsibility: Community Development Department.

Program 2.1:

Consider the provision of transit amenities in all new developments, and where appropriate, require the improvements as a condition of project approval.

Responsibility: Community Development Department

Program 2.2:

Within the financial resources of the City, provide city funding for the provision of bus shelters, benches and sidewalks where passenger usage justifies the improvements.

Responsibility: Community Development Department

Program 2.3:

Preserve options for future transit use when designing new or modified roadways.

Responsibility: Community Development Department.

Program 3.1:

Annually review BART and CCCTA schedules to determine if interconnections can be improved between the two transit providers.

Responsibility: Community Development Department, BART and CCCTA.

Program 4.1:

Within the financial resources of the City, continue to support the provision of para-transit services such as the "Elderly and Handicapped Express" van service.

Responsibility: City Public Services Department with adjoining cities.

Program 4.2:

Support the continued use of discount transit fares for the elderly and handicapped.

Responsibility: Community  
Development Department; CCCTA.

GOAL 2: To maintain and improve the TSM program in Walnut Creek.

Policy 5:

Continue implementation of the Transportation Systems Management Program which promotes and encourages the use of transit, ridesharing and other alternatives to commuting by single occupant vehicle.

Program 5.1:

Continue to provide adequate city staffing for implementation of the TSM Program.

Responsibility: Community  
Development Department

Program 5.2:

Require preferential parking for ridesharers and other incentives as a requirement of new development in the City.

Responsibility: Community  
Development Department.

Program 5.3:

Place informational signs at appropriate locations to encourage voluntary ridesharing.

Responsibility: Community  
Development Department

Program 5.4:

Study the feasibility of flextime and a peak period travel fee for persons working in the City of Walnut Creek to reduce peak period travel volumes.

Responsibility: Community  
Development Department

Program 5.5:

Search for other incentives to encourage transit or ride sharing while discouraging single occupant vehicles.

Responsibility: Community  
Development Department



## TRANSIT AND TSM SUBELEMENT - BACKGROUND

### A. TRANSIT OVERVIEW

Walnut Creek can be generally characterized as an affluent community whose primary transportation needs are met by the private auto. According to the 1980 Census, only 6.8 % of all the housing units in the City did not have a vehicle available to them, and almost 15% of the households had three or more vehicles. The 1980 census data indicated that 13% of the work force used transit to go to work and 16.4% carpooled. According to a recent city survey, employees coming to work in Walnut Creek use alternative transportation modes less frequently, with only 2% reporting they use transit and 6% carpool.

Prior to the formation of the Central Contra Costa Transit Authority (CCCTA), Walnut Creek operated its own bus service. In 1980 Walnut Creek joined with several other Central Contra Costa communities to create the CCCTA, or "County Connection" as it is called. CCCTA currently operates over ninety buses on 22 scheduled bus routes. It serves the Central County Area including Walnut Creek, Concord, Martinez, Lafayette, Orinda, Clayton, Alamo and San Ramon.

In addition to CCCTA, transit systems currently serving Walnut Creek residents include privately operated Rossmoor Leisure World buses, school buses, the "E & H Express" for elderly and handicapped people and at least five different taxi companies. The area is also served by the BART Express Bus Service to San Ramon and limited commuter bus service from Solano County to Central Contra Costa County.

BART has proven effective in providing an alternative to the automobile for work trips from Walnut Creek to the East Bay and downtown San Francisco. Its success is limited by lack of parking at the stations and good local bus feeder service at both ends of the route. BART is actively working to expand its station parking capacity; 200 parking spaces will be added to the existing 1,263 spaces at the Walnut Creek station through restriping of the existing lot. This redesign is scheduled to occur in 1989. BART will also be constructing a 1,200 space parking structure at the Pleasant Hill station in late 1990, adding approximately 900 parking spaces to the 1,678 which currently exist. As funding becomes available, a parking structure will be constructed at the Walnut Creek station sometime after fiscal year 1991-92.

## **B. CITY INVOLVEMENT IN TRANSIT SERVICES**

The City has been and will continue to be active in the provision of transit services. In addition to being an active member of the CCCTA, the City has been providing a subsidy for the downtown shuttle service and is reviewing the feasibility of providing increased express bus service in the Ygnacio Valley Road corridor. The City is building a bus turnout on Ygnacio Valley Road and is applying for Federal funding to be used for a park and ride lot at the eastern end of the City. The City is also involved in the provision of the "E & H Express" service which is operated jointly by a number of central county cities and provides door to door service on a priority reservation basis for any senior (over 60 years old) and any handicapped person. The service is operated from the Walnut Creek City corporation yard and the vehicles are maintained at the City facility.

## **C. TRANSPORTATION SYSTEMS MANAGEMENT (TSM)**

The City actively promotes the use of Transportation Systems Management (TSM) to reduce the number of persons driving alone. In 1987 work was begun on a comprehensive TSM ordinance, which was adopted on February 2, 1988. This ordinance requires the participation of all employers within the City with 10 or more employees. All employers with 50 or more employees are required to meet goals for reducing the number of employees driving alone to work. Table 4-5 outlines the ordinance requirements.

A goal has been set to reduce commute trips within the City by 25 to 40% by 1992. These goals are to be met through employer based programs which promote alternatives to the single occupant automobile such as carpooling, public transit, biking and walking.

Walnut Creek has a full-time transportation coordinator on staff whose duties include administering the ordinance and providing training and assistance to help employers comply with ordinance requirements.

## **D. CITY INITIATED TSM AND TRANSIT PROJECTS**

The City is committed to the development of alternative transportation modes and the reduction of reliance on the single occupant auto. In addition to the TSM program, there are a number of capital improvements proposed for construction over the next ten years in support of alternative transportation modes.

The City is actively planning a network of park and ride lots to facilitate the use of commuter bus service and ridesharing. A park and ride lot is proposed at the Shadelands Business Park, to be constructed on city-owned land north of Mitchell Drive. This lot is expected to serve commuters from northeast Walnut Creek and the surrounding vicinity.

The City is also working to improve the transit services available to residents and visitors through subsidies, and pilot programs, including free service. A free downtown shuttle bus has been funded for several years. In addition to maintaining that program as long as it appears viable, the City is considering implementing a two-year pilot program and funding commuter bus service on Ygnacio Valley Road and Treat Boulevard.



**Table 4-5  
Employer's TSM Requirements**

|                       | Complexes &<br>Businesses<br>w/ 10-49<br>Employees | Complexes of<br>50-100 | *Located in<br>Complex of<br>50+ | Businesses w/<br>50-100<br>Employees | Complexes &<br>Businesses<br>w/ 100+<br>Employees |
|-----------------------|--|------------------------|----------------------------------|--------------------------------------|---|
| Transportation Survey | X  | X                      | X                                | X                                    | X   |
| Information Program   | X  | X                      | X                                | X                                    | X   |
| TSM Plan              |  | X                      | X                                | X                                    | X   |
| TSM Coordinator       |  | X                      | X                                | X                                    | X   |
| Annual Report         |  | X                      | X                                | X                                    | X   |
| TSM Task Force        |  |                        |                                  |                                      | X   |

**TSM Ordinance Goals \*\***

|  | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 |
|--|--------|--------|--------|--------|--------|
| Golden Triangle<br>Non-retail            | 10%    | 15%    | 25%    | 35%    | 40%    |
| Non-retail                               | 10%    | 15%    | 25%    | 30%    | 35%    |
| Retail<br>(Including<br>Golden Triangle) | 5%     | 10%    | 15%    | 20%    | 25%    |

\* A small employer (less than 50 employees) can assign their TSM plan and annual report requirements to the complex TSM coordinator.

\*\* These goals apply to all employers with 50 or more employees and all complexes with 50 or more employees. Fines are issued for not completing employer requirements; no fines are issued for not attaining employer goals.

## BIKEWAYS SUBELEMENT - POLICIES

The City has developed an extensive bikeways network which includes several off-street routes. The main spine of the network is the Contra Costa Canal Trail. In addition, the City provides a number of Class Two bikeways (striped lanes on roads). Because of safety and traffic flow concerns, the City encourages bicyclists to use the sidewalk along Ygnacio Valley Road and provides signage to identify this route.

The City is committed to enhancing and extending the existing bikeway network and increasing people's awareness of the bicycle as a transportation alternative. Goals and policies in the Bikeway Subelement are directed toward:

- encouraging and enhancing the use of the bicycle for a variety of trip purposes;
- increasing the convenience of using bicycles;
- reducing hazards associated with riding bicycles on city streets; and
- increasing public awareness of the bicycle as a commute alternative.

**GOAL 1:** To develop a safe, effective bikeway network that facilitates bicycle travel for recreation and commuting to work, school and shopping.

**Policy 1:**  
Expand the City's bikeway system.

**Program 1.1:**  
Within the financial resources of the City, implement the proposed bicycle routes as shown on **Figure 4-5** and continue to fund bikeway projects through the City's Capital Improvement Program based on the established priority system (refer to **Table 4-6**).  
**Responsibility:** Community Development Department

**Program 1.2:**  
Pursue grant funding to assist in the construction and development of new and improved bicycle facilities.  
**Responsibility:** Community Development Department

Program 1.3:

Continue to provide bike lanes and paths in conformance with the standards contained in the CALTRANS "Bikeway Planning and Design" Section of the Highway Design Manual.

Responsibility: Community Development Department.

Program 1.4:

Within the financial resources of the City, install improvements at signalized intersections for bicyclists along designated bicycle routes in areas of high bicycle usage. The improvements may include loop detectors for bicyclists or push buttons placed conveniently for bicyclists.

Responsibility: Community Development Department.

Policy 2:

Promote the use of bicycles for commuting to businesses, schools and major transit stops (e.g., BART, park and ride lots, etc.).

Program 2.1:

Develop City standards for the placement of bicycle racks and other bike storage facilities.

Responsibility: Community Development Department

Program 2.2:

Develop a program to encourage the installation of bike racks/storage facilities at existing commercial developments, public facilities and activity centers. Also encourage the installation of shower facilities in new large commercial buildings.

Responsibility: Community Development Department

Program 2.3:

Periodically update and publish a map identifying bikeways in the City and environs.

Responsibility: Leisure Services Division



Program 2.4:

Establish a Citizen's Bicycle Advisory Committee to periodically update the City's bikeways map.

Responsibility: Community  
Development Department

Program 2.5:

Institute conditions of approval for projects which might impact designated bikeways to ensure that these bikeways will not be adversely impacted during construction.

Responsibility: Community  
Development Department

Policy 3:

Promote bicycle education, safety, and enforcement programs to keep both the rider and driver better informed.

Program 3.1:

Continue to operate a bicycle education program.

Responsibility: Police Department,  
School Districts

Program 3.2:

Investigate ways to more stringently enforce bicycle laws.

Responsibility: Police Department

Policy 4:

Cooperate with surrounding jurisdictions and regional agencies to establish a regional bikeway system throughout Central Contra Costa County.

Program 4.1:

Refer proposals to expand or improve bikeways within Walnut Creek to surrounding jurisdiction and interested regional agencies.

Responsibility: Community  
Development Department



## BIKEWAYS SUBELEMENT - BACKGROUND

### A. OVERVIEW

Bicycle travel is an important but often overlooked means of transportation. Inexpensive, non-polluting and healthful, bicycling is particularly suitable in Walnut Creek due to the relatively level terrain, mild climate and the proximity of residential, commercial and business areas.

It is estimated that nationwide, one in three persons is a bicycle rider; CALTRANS reported that in 1983 there were over 13 million bicycles in California. In 1969 the Bicycle Institute of America reported that 85 percent of all bike riders were children. By 1978, this dropped to 47 percent of the bike riders. The use of bicycles for transportation, especially as a substitute for the automobile, is in good part dependent on the provision of safe routes, secure storage, reasonable trip lengths and mild climate. In addition, studies show that if a locker facility and showers are provided at the work site more office employees would ride bicycles to work.

### B. TRIP LENGTHS

Data is not available on trip lengths of workers in Walnut Creek. The 1980 Census does provide information that over 25 percent of all the Walnut Creek resident work trips are to destinations within the City. This data suggests that a substantial number of residents could bicycle to work if other conditions were favorable.

### C. BIKE STORAGE FACILITIES

Bicycles are highly susceptible to theft and damage. For this reason, the more secure the storage facility is, the more a person is likely to make a trip using a bike. Many bicyclists prefer bike lockers, where the bikes are secured and protected from the weather, although bike racks are usually acceptable to most bicyclists.

Bike racks should be sited in the Core Area using the following locational criteria:

1. In areas of high pedestrian and bicycle volumes
2. In retail areas
3. In locations where bikes are already parked without the benefit of racks
4. Near transit stops

### D. BIKEWAY FACILITIES

The California Streets and Highways Code classifications of bikeways are used in the Walnut Creek General Plan:



Class 1 Bikeways - Bike Path or Bike Trail. These facilities are constructed on separate rights-of-way and are completely separated from the roadways. They have minimal crossflows of automobile traffic. The state standard for minimum paved width of a two-way bike path is 8 feet. The City has a number of Class 1 bikeways, the most prominent being the Contra Costa Canal route which extends east-west across the City.

Class 2 Bikeways - Bike Lane. A restricted right of way for the exclusive use of bicycles although vehicle parking and crossflows by pedestrians and motorists is permitted. Bike lanes are normally striped within the paved areas of roadways and are one directional with a minimum standard width of five feet.

Class 3 Bikeways - Bike Route. A route for bicyclists designated by signs or other markings and shared with pedestrians and motorists. Bike routes are typically designated to provide linkages to the bikeway system where Class 1 or 2 bikeways cannot be provided.

In locating Class 2 Bike Lanes and Class 3 Bike Routes, high priority should be given to streets with low traffic volumes, acceptable grades, few driveways, safe intersections, directness of route, sufficient pavement width to handle the volumes of bicycle and autos and scenic qualities. Lanes should be striped when traffic volumes are high, the pavement is wide enough to allow the lane and the speed limit is greater than 30 miles per hour. Bike routes are recommended when traffic levels are low and there is not sufficient road width to stripe a separate lane.

Figure 4-5 shows existing and proposed bike routes in the City.

## E. BICYCLE SAFETY

Safety is of utmost importance in planning bicycle facilities. Most accidents occur because of unsafe or illegal practices by bicyclists, which may be amplified by poor road conditions and motorists not being aware of the presence of bicyclists. The leading bicyclist violations in California are riding on the wrong side of the road, failure to yield while entering the roadway, failure to obey traffic signals and signs and riding at night without lights. Facility design can aid in the prevention of some of these problems but it must be supported by bicycle safety education and enforcement.

Table 4-6  
Proposed Bikeway Improvements

| <u>Project</u>            | <u>Description</u>  | <u>Cost (88 \$)</u> | <u>Date</u>                  |
|---------------------------|---|---------------------|------------------------------|
| Bikeway/trail<br>(PG&E)   | Construct a bikeway and pedestrian path on the PG&E right-of-way between Foothill School and the Ygnacio canal bikeway/trail                                    | \$ 106,000*         | 1988-90                      |
| Bikeway/trail<br>(SPRR)   | Construct a bikeway and pedestrian trail on the Southern Pacific Railroad right-of-way within the City limits   | \$1,803,000*        | 1988-90                      |
| Bikeway/trail<br>(EBMUD)  | Construct a bikeway and pedestrian trail on the East Bay Municipal Utility District right-of-way west of Main Street, between Geary Road and Oak Park Boulevard | \$ 216,000*         | 1990-92                      |
| Ygnacio Valley<br>Bikeway | Improve the Class 1 bikeway facility on Ygnacio Valley Road between I-680 and Oak Grove Road  | \$2,653,000         | Not in the<br>10-year<br>CIP |

\* Funded in the 10-Year CIP

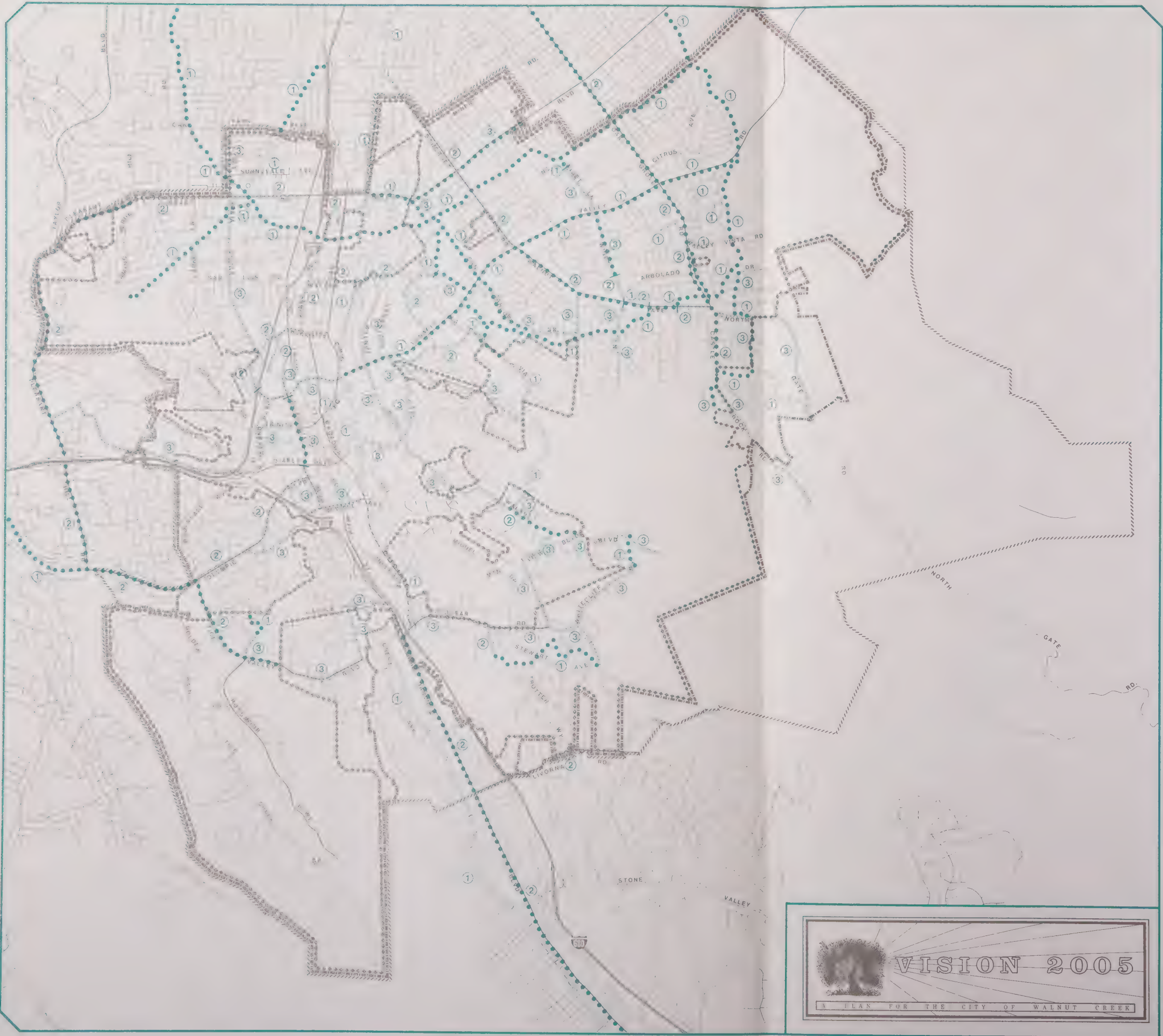




FIGURE 4-7

# BIKEWAYS

- ..... EXISTING
- ..... PROPOSED
- ① CLASS ONE: Bikeway--  
Separate right-of-way
- ② CLASS TWO: Bike Lane--  
Striped on street
- ③ CLASS THREE: Signed Bike Route--  
Vehicles and bikes  
not separated
- CHANGE IN CLASS





## PEDESTRIAN FACILITIES SUBELEMENT

The purpose of the Pedestrian Facilities Subelement is to encourage pedestrian travel and highlight the need for pedestrian safety along all roadways in Walnut Creek. The Subelement establishes when and where these improvements will be required.

The goal and policies in this subelement are directed toward:

- establishing when standard frontage improvements will be required and when a rural standard may be designed and constructed;
- identifying areas where rural walkways will be considered; and
- delineating responsibility for provision of pedestrian facilities throughout the City.

**GOAL:** To provide a safe place to walk outside the travel lane of streets in the City.

**Policy 1:**

Provide curb, gutter and sidewalks along arterials and collectors under the following conditions (unless exempted under Policy 2): a) along roads leading to schools; b) along arterial or collector streets which carry high volumes of traffic and need a separated pedestrian area; c) on all downtown streets and along major streets leading to the downtown; and d) on all streets leading to transit facilities.

**Policy 2:**

Consider frontage improvements designed to rural standards for new development in existing residential neighborhoods which have a rural character. (Refer to Figure 4-6.)

**Program 1.1:**

Require full frontage improvements as a condition of site development, design review, subdivision or building permit approval.

**Responsibility:** Community Development Department

**Program 2.1:**

Develop a pedestrian facility standard for rural areas.

**Responsibility:** Community Development Department



Program 2.2:

Use the following criteria to determine the appropriateness of designing walkways to rural standards:

- Density
- Number of units served by the street
- Frontage improvements on adjacent streets
- Potential for infill development on vacant sites in the area
- Probability for redevelopment of sites in the area.

Responsibility: Community Development Department

Program 3.1:

Require dedications for pedestrian paths as conditions of approval, where appropriate.

Responsibility: Community Development Department

Policy 3:

Obtain dedications of land or easements for pedestrian paths in connection with utility rights-of-way, drainage ditches or other corridors, where such paths would enhance the pedestrian system.

Policy 4:

Consider providing some City funding for pedestrian facilities when requested by a majority of the residents in an area.

Program 4.1:

Within the financial resources of the City, construct the pedestrian improvements outlined in Table 4-7.

Responsibility: Community Development Department

Program 4.2:

Prepare a long range plan for installation of other pedestrian facilities.

Responsibility: Community Development Department

Program 4.3:

Assist residents in the formation of assessment districts to construct desired pedestrian facilities in existing built out areas.

Responsibility: Community Development Department

Policy 5:

Provide adequate full frontage improvements in all commercial areas.

Program 5.1:

Require a minimum of 10 foot wide sidewalks in all commercial areas in the Core Area, unless exceptions are warranted.

Responsibility: Community Development Department

Program 5.2:

Utilize the following criteria to determine adequate sidewalk width and minimum clearance requirements along all streets:

- amount of pedestrian traffic
- mixed travel use (e.g. pedestrian and bicyclists)
- speed of adjacent vehicular traffic
- distance of travel lane from sidewalk

Responsibility: Community Development Department

Program 5.3:

Require sidewalks widths to be greater than 10 feet if bicycles are allowed to use the sidewalks.

Responsibility: Community Development Department

Program 5.4:

Conduct a study to identify appropriate sidewalk widths throughout the City based on approved General Plan land use categories and the criteria outlined in Programs 5.1 and 5.2

Responsibility: Community Development Department

Program 5.5:

Require appropriate frontage improvements as a condition of site development; design review, subdivision or building permit approval; and for city street widening projects.

Responsibility: Community Development Department

Policy 6:

Facilitate handicapped access on sidewalks and walkways throughout the City.

Program 6.1:

Continue to review all projects for handicapped access and require installation of ramps and curb cuts in accordance with Title 24, California Administrative Code.

Responsibility: Community Development Department

Policy 6.2:

Develop a program for retrofitting streets for handicapped access. The highest priority should be for sidewalks along arterial and collector streets.

Responsibility: Community Development Department



## PEDESTRIAN FACILITIES SUBELEMENT - BACKGROUND

### A. OVERVIEW

Pedestrian movement is the most basic and natural form of transportation. However, in the 20th Century, this form of travel has often been neglected in the development of cities. In some areas of Walnut Creek, the absence of pedestrian facilities is a serious deficiency. The lack of sidewalks or pathways prevents many people of all ages from taking safe and enjoyable walks.

Pedestrian walkways are needed for several reasons. First, pedestrian facilities can complement school busing, public transit and carpools by providing safe linkages between homes and bus stops or meeting places. Secondly, as a recreational activity, many people can use the facilities for jogging, walking dogs, pushing baby strollers or just visiting neighbors. Some people, particularly students, are dependent on walking as a means of travel and require safe walkways between home and school.

Pathways may also be used for bike travel along some streets where separate pedestrian and bike lanes are impractical to construct. This requires specific actions by the City, as has been done on portions of Ygnacio Valley Road and Treat Boulevard.

The City's policies now require that sidewalks be installed at the time of development. In older residential areas, or along undeveloped parcels, the City requires no pedestrian improvements to be made. The burden to install sidewalks in most cases rests with the property owner, not the City. Likewise, sidewalk maintenance is a function of the property owner, not the City.

The County policies differ somewhat from the City in that they do not always require sidewalks in subdivisions or other new developments. These differences in development policies and piecemeal subdivision frontage improvements have resulted in an intermittent sidewalk system along some streets.

### B. PLANNED PEDESTRIAN FACILITIES SYSTEM

There are three types of pedestrian facilities which the City is developing. These are sidewalks in urban and suburban areas, "walkways" in rural and semi-rural areas, and hiking and walking paths which are generally not constructed in proximity to any roads. These pedestrian facilities are needed public improvements in certain sections of the City. They should be installed: a) along roads leading to schools; b) along arterial or collector streets which carry high volumes of traffic and need a separated pedestrian area; c) on all downtown streets and along major streets leading to the downtown; d) on all streets leading to transit facilities; and e) in all residential neighborhoods which currently have curbs, gutters and sidewalks. (Refer to Table 4-7)

The difference between "walkways" and "sidewalks" is primarily in the physical design. Several neighborhoods in the City are opposed to the typical street development standards which require curbs, gutters and concrete sidewalks. These neighborhoods want to preserve their rural character, but recognize the need for a safe area for pedestrians to travel. The City developed the "walkway" concept for these neighborhoods. This concept may entail the construction of an asphalt pathway or a road with a roadside swale instead of a traditional curb and gutter sidewalk. The important aspect of a walkway is the separation of walking areas from vehicular lanes. An unobstructed asphalt strip is satisfactory in many of the areas.

Neighborhoods which may be candidates for walkways are shown on Figure 4-6. Generally these areas are characterized by lots no smaller than 10,000 square feet with many lots 15,000 to 20,000 square feet in area. Streets are often narrow, since they are older neighborhoods which were developed under County standards. Some have annexed to Walnut Creek. Significant mature vegetation creates the rural feeling in most of these areas. The neighborhoods are built out for the most part, although limited potential exists for lot splits and minor subdivisions. Little change is anticipated and public sentiment favors maintaining the existing character.

In areas where pedestrian and motor vehicle volumes are extremely high and the streets are wide, it may be appropriate to separate the pedestrian traffic crossing the street. This action is recommended only in unique areas because of the expense, visual impact, and difficulties experienced by handicapped persons and bicyclists in using pedestrian overcrossings. Two locations where this type of treatment may be warranted are a crossing over Ygnacio Valley Road to access the Walnut Creek BART station and a crossing over Treat Boulevard to access the Pleasant Hill BART station. The overcrossing on Treat is in the County and is being considered as part of the County's program of improvements in that area.

Table 4-7  
Proposed Pedestrian Improvements

| <u>Project</u>              | <u>Description</u>  | <u>Cost (1988 \$)</u><br><u>Date</u>  |
|-----------------------------|---|---|
| Valley Vista Sidewalk       | Construct a sidewalk on Valley Vista Road between the Ygnacio Canal and the Boundary Oaks Restaurant Parking lot  | \$104,000   |
| Pedestrian Bridge           | Construct a pedestrian bridge over Ygnacio Valley Road west of California Boulevard onto the BART Station property  | \$556,000   |
| Buena Vista Pedestrian Path | If adequate right-of-way exists, construct a pedestrian facility connecting the west end of Buena Vista with Hillside as part of the construction of the freeway ramps.         | No funding or construction date available. Not part of 10 year CIP.   |
| Lacassie Pedestrian Path    | If adequate right-of-way exists, construct a pedestrian facility connecting the west end of Lacassie with Ygnacio Valley Road as part of the construction of the freeway ramps. | No funding or construction date available. Not part of 10 year CIP.   |
| Arbolado Park Sidewalk      | Construct a sidewalk fronting Arbolado Park as part of the park development.  | Not funded as a separate project. Funding is partially included in the Park Development Plan, scheduled in 1989-90. |
| Pedestrian Bridge           | Construct a pedestrian bridge over Treat Boulevard east of Oak Road onto the BART Station property.   | Not a city project. To be done as part of the Pleasant Hill BART Station Area development                           |

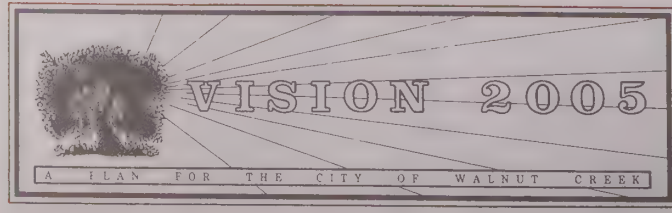
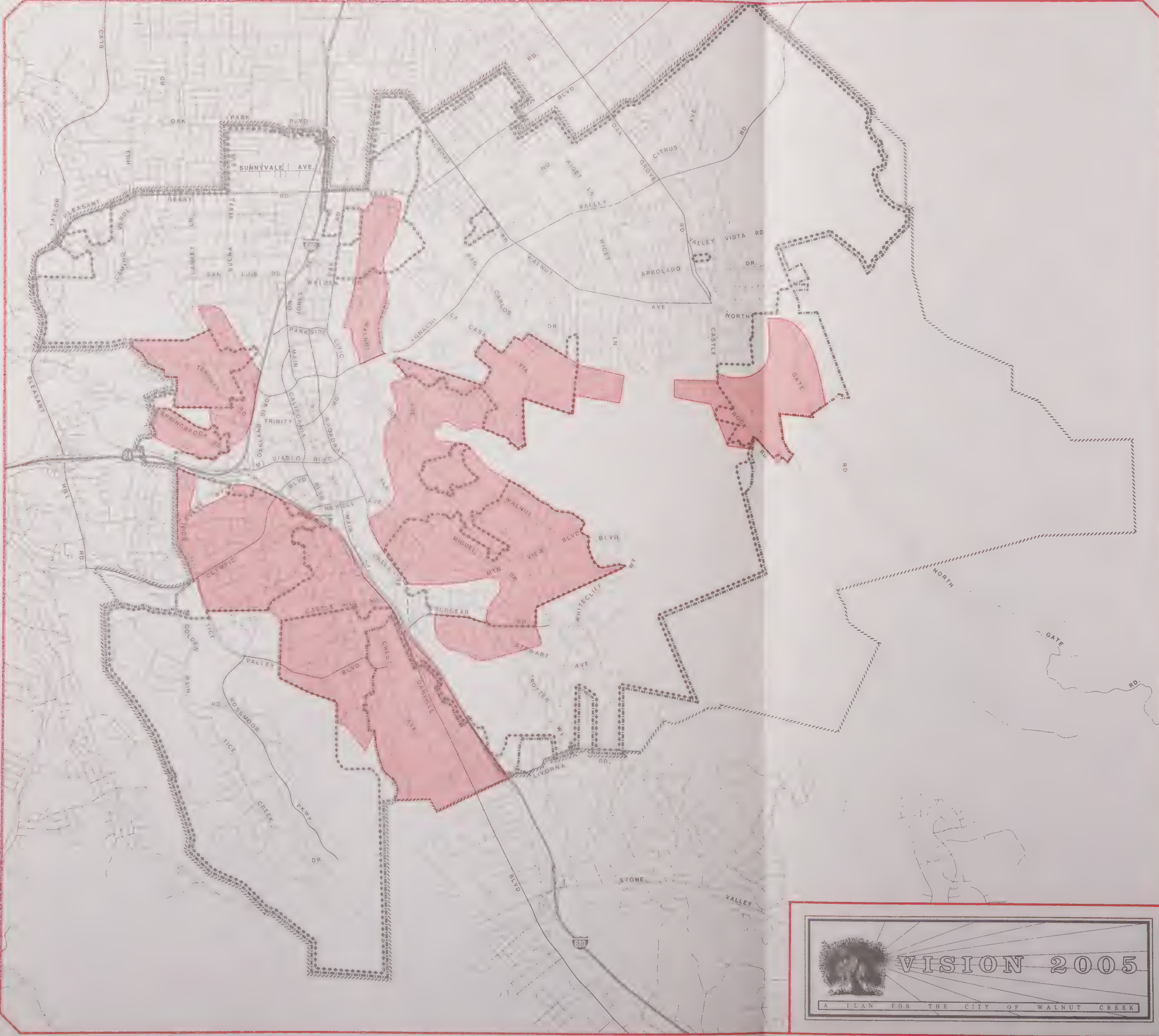




FIGURE 4-8

# RURAL CHARACTER NEIGHBORHOODS

 NEIGHBORHOOD AREAS  
(for use with Policy 2 in the  
Pedestrian Facilities Subelement  
regarding installation of sidewalks)







## PARKING AND LOADING SUBELEMENT - POLICIES

Parking is a vital component of a city's transportation system. The availability of parking for both private autos and commercial vehicles has a tremendous effect on the circulation system, particularly in the Core Area. Policies relating to parking have an impact on the cost of development in Walnut Creek, the attractiveness of the Central Business District for retail trade as well as commute and shopping patterns.

The goals and policies of this subelement are directed toward:

- providing adequate and convenient parking; and
- balancing the need for parking with the need to encourage alternatives to the single occupant vehicle.

GOAL 1: To provide convenient and adequate parking facilities.

Policy 1:

Establish new parking facilities in close proximity to Core Area businesses and shopping centers.

Program 1.1:

Update the 1981 Parking Management Plan to determine parking needs in the Core Area.

Responsibility: Community Development Department.

Program 1.2:

Review and periodically update the Zoning Code to ensure that off-street parking standards adequately address parking lot design, parking space dimensions and the amount of parking spaces necessary for the use.

Responsibility: Community Development Department.

Program 1.3:

Study and consider funding the improvements outlined in Table 4-8 through fees, general funds or a combination of funding sources.

Responsibility: Community Development Department

**Policy 2:**

Permit the payment of in-lieu parking fees only when parking can be provided within easy walking distance and the fee covers the cost of new parking space construction.

**Policy 3:**

Allow shared parking facilities for businesses and other activities where appropriate.

**Policy 4:**

Protect existing neighborhoods from encroachment by nonresidential parking uses.

**Program 2.1:**

Conduct a biennial review and update of the City's in-lieu parking fees.

**Responsibility:** Community  
Development Department

**Program 3.1:**

Review the zoning ordinance to ensure the shared parking standards.

**Responsibility:** Community  
Development Department

**Program 4.1:**

Implement the preferential residential parking permit program.

**Responsibility:** Community  
Development Department

**Goal 2:** To provide convenient and adequate loading facilities.

**Policy 6:**

Provide sufficient off-street loading facilities in all new commercial construction and multiple-family residential development.

**Program 6.1:**

Amend the Zoning Code to include standards for loading facilities in new commercial projects and multiple family residential development.

**Responsibility:** Community  
Development Department

**Policy 7:**

Restrict development that would interfere with truck loading in commercial lanes and alleys in the Core Area.

**Program 7.1:**

Require all buildings that abut Wilson and Commercial Lanes to have primary access on Main, Locust or Broadway.

**Responsibility:** Community  
Development Department

**Policy 8:**

Maintain existing off-street parking and commercial lanes and alleys.

**Program 8.1:**

Identify additional portions of existing lanes and alleys that need to be acquired and include in the appropriate CIP budget.

**Responsibility:** Community  
Development Department

Program 8.2:

Remove impediments that block existing commercial lanes and alleys.

Responsibility: Community  
Development Department

Program 8.3:

Review all projects to ensure existing commercial lanes and alleys will not be adversely affected.

Responsibility: Community  
Development Department





## PARKING AND LOADING SUBELEMENT - BACKGROUND

### A. PARKING SUPPLY

The City has approximately 1,700 metered parking spaces, virtually all of which are located in the Core Area. There are also 678 parking spaces in the Locust Street garage and 464 in the Broadway garage (including approximately 12 metered spaces for short term parking). In addition, there are several thousand private parking spaces in the Core Area, including approximately 2,500 spaces provided for the Broadway Plaza shopping area, and thousands of unmetered and unmarked on-street parking spaces throughout the City.

The location of municipal parking facilities servicing the downtown are shown on Figure 4-7. In municipal lots, short time limits favor shoppers over employees. Curb parking is also provided along virtually every Core Area street. In general, curb parking also has short time limits and favors shoppers although a few areas have longer or no time limits.

BART station parking is in heavy demand with its 1,263 space parking lot filling up by 6:30 a.m.. Consequently, surrounding streets are utilized for BART's overflow parking which impacts surrounding residential areas. Improvements proposed by BART for the Walnut Creek Station include 1) restriping the parking lot to increase capacity by 200 spaces in 1989; and 2) construction of a parking structure (scheduled for 1991-92), which will provide an additional 900 parking spaces. Likewise, the overflow from lack of adequate parking at the Pleasant Hill BART Station affects nearby residential streets in Walnut Creek. In the near term, a parking structure will be constructed at the Pleasant Hill Bart Station to remedy this situation.

Walnut Creek's Zoning Code requires new development to provide off-street parking, generally at a ratio of one space to every 250 square feet of office or retail floor space. The Design Review Commission also evaluates the adequacy of loading facilities for new projects. While these requirements usually result in sufficient parking and loading space for new uses, they have also caused a proliferation of small parking lots. It may be appropriate to encourage more efficient grouping of parking spaces by giving developers located in a parking assessment district the option of paying "in-lieu" fees equivalent to the cost of the required number of parking spaces in a public parking garage or lot. This should only be done if the City determines excess parking spaces are available in the parking facility and is within easy walking distance.

Truck deliveries in the Core Area are now accomplished both on and off-street. The only major off-street loading facility is Commercial Lane, which runs from Civic Drive to Mt. Diablo Boulevard and supplies convenient loading to the rear of businesses along Main and Locust Streets. Loading in the Broadway Plaza shopping area is accomplished off-street at the major stores and on Broadway Plaza for all the ancillary

shops. Loading facilities for shops between Main Street and Broadway, and Civic Drive and Duncan Street consist of on-street designated parking spaces. It is proposed to provide off-street loading facilities behind the shops in conjunction with the construction of Wilson Lane. This project is included in the current CIP program (1988-1990).

## B. PROTECTION OF RESIDENTIAL AREAS

The City has adopted a program to allow the establishment of Preferential Residential Permit Parking (PRPP) areas to protect residential neighborhoods from excessive commuter or other nonresidential parking. The program is designed to balance the need to preserve residential parking and residential neighborhoods with the needs to provide some community parking throughout the City. Through the PRPP program, residents of designated neighborhoods can purchase permits which allow them to park on the street during designated times while nonresidents cannot.

## C. FUTURE CORE AREA PARKING

Some of the more significant public parking improvements envisioned by the Parking and Loading Subelement include the following (refer also to Table 4-8):

South Locust Parking Deck. Construct a deck on the existing South Locust Street parking lot. This project will provide needed parking in the downtown area just north of Mt. Diablo on Locust Street. The structure will be designed to allow a future third level addition. The project will add 80 parking spaces at a cost of \$2 million and is scheduled for construction in 1988-90.

Broadway Parking Garage Expansion. Add two more levels to the existing Broadway garage to provide additional parking for retail activities. An additional 200 parking spaces will be constructed at a cost of \$2.6 million dollars. The project is scheduled for construction in 1992-94

Locust Street Garage Expansion. Add another level to the existing Locust Street garage. This is necessary to meet the demand for local business needs and the general increase in activity in the area. This project will add approximately 100 parking spaces, at a cost of \$1.42 million, and is scheduled for construction in 1992-94.

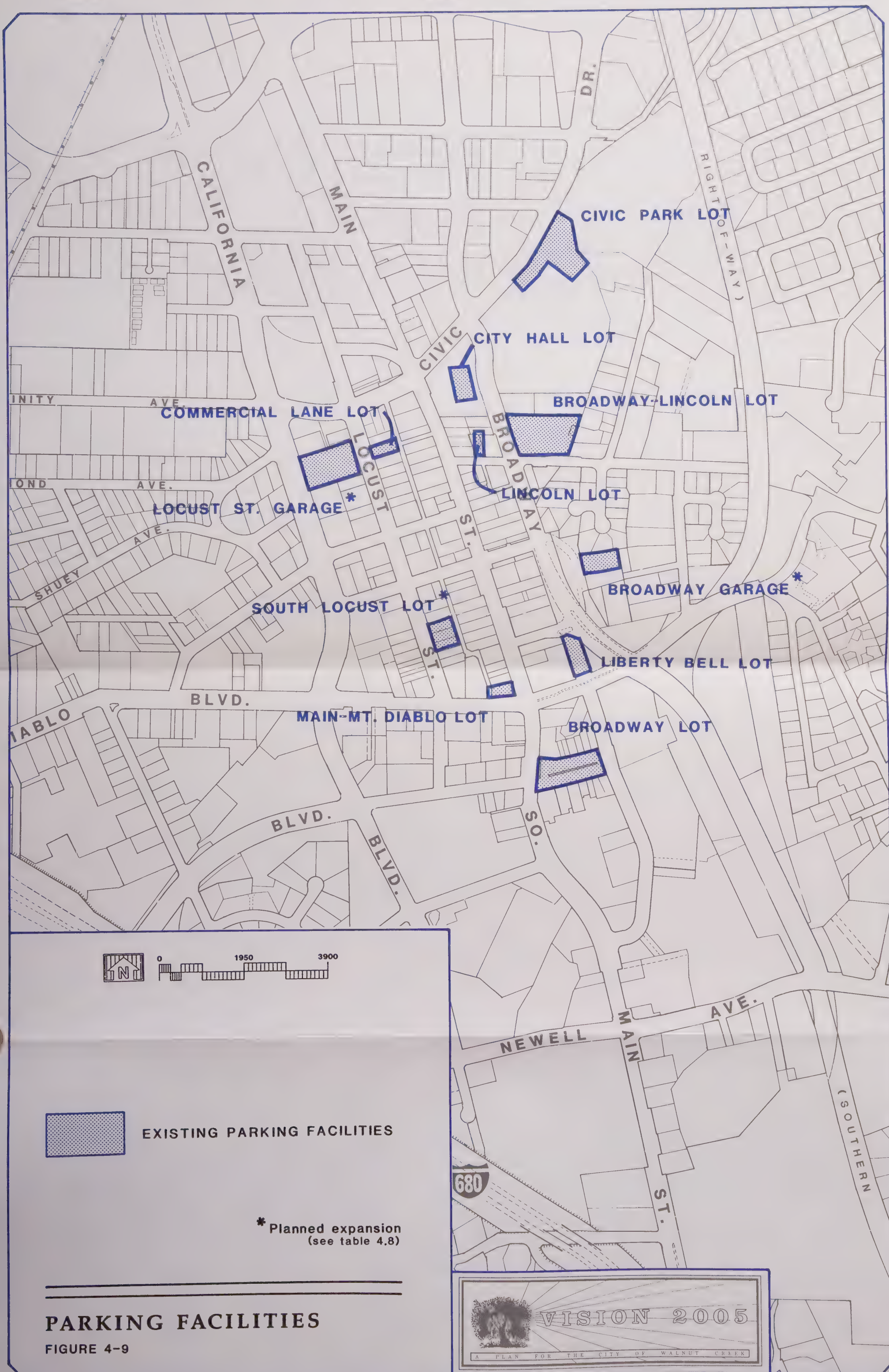
Other projects contemplated in the Plan are construction of public parking structures at the City Hall and Broadway-Lincoln parking lots. Two joint City/private projects are also being contemplated - one at Broadway Plaza and one south of Mt. Diablo, between California and Main Street.



Table 4-8  
Proposed Parking Improvements

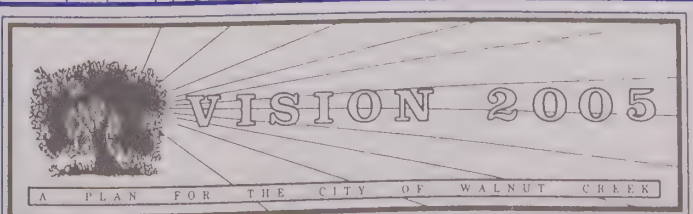
| Project  | Description   | Estimated<br>Cost (1988 \$) | Target<br>Date |
|--|---|-----------------------------|----------------|
| South Locust Parking Deck                                    | Add deck parking to<br>1990-92<br>existing parking lots   | \$2,000,000                 |                |
| Broadway Parking Garage<br>expansion                         | Add two levels to<br>1992-94<br>the Broadway garage,<br>adding 200 spaces   | \$2,600,000                 |                |
| Locust Street Garage<br>expansion                            | Add one level to the<br>1992-94<br>Locust St. Garage,<br>adding approximately<br>100 spaces   | \$1,420,000                 |                |
| Broadway Plaza   | Multilevel parking<br>1989-91<br>structure (joint city/<br>private project). This<br>is a tentative project;<br>no agreement has been<br>established. | N/A                         |                |
| South of Mt. Diablo<br>Between California and<br>Main Street | Multilevel parking<br>structure. Possible<br>project; no commit-<br>ment  | N/A                         | N/A            |





**PARKING FACILITIES**

FIGURE 4-9





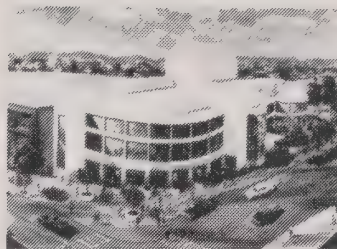




Wildlife



Heather Farm Park



Regional Center for  
the Arts



Sliding at Civic Park

## **CHAPTER 5**

# **Community Resources Element**

This element concentrates on aspects of the community that make a substantial contribution to the "quality of life" in Walnut Creek. While there is no single definition for this term, it generally refers to the amenities that draw people to a place — theater, arts, recreational facilities, open spaces and the availability of essential family services. The importance of these resources to life in Walnut Creek is articulated through the goals and policies in each of the four subelements.

The four subelements are:

- Cultural Resources
- Child Day Care
- Conservation and Open Space
- Parks and Recreation







## CULTURAL RESOURCES SUBELEMENT - POLICIES

The purpose of the Cultural Resources Subelement is two fold: 1) to highlight the role performing and visual arts have played and continue to play in the Walnut Creek community and 2) to guide and enhance Walnut Creek's future as a major regional cultural arts center.

The goals and policies in this subelement are directed toward:

- Continued commitment to provide the highest quality cultural programs.
- Construction of new facilities.
- Supporting the goals of the City's arts program.

The background section of this subelement provides a brief synopsis of the evolution of civic arts in Walnut Creek and describes existing facilities. Additional information on the City's civic arts programs is contained in a separate document "Civic Arts Ten Year Program", available from the Civic Arts Department. This plan was prepared by the Civic Arts Commission in 1986 and subsequently adopted by the City Council.

**GOAL 1:** To maintain and enhance Walnut Creek's leadership role as a cultural center for Contra Costa County.

**Policy 1:**

Facilitate the timely completion of the Regional Arts Center.

**Program 1.1:**

Provide staff support as needed.

**Responsibility:** Community Development Department (CDD) and Civic Arts Department

**Policy 2:**

Modernize and expand the downtown library facility.

**Program 2.1:**

Establish a committee to develop a needs assessment for modernization of the downtown library.

**Responsibility:** City Manager's Office

**Program 2.2:**

Explore with the County funding sources to pay for modernization of the downtown library.

**Responsibility:** City Manager's Office

## Cultural Resources Policies

### Policy 3:

Develop a permanent and accessible arts education facility.

### Program 3.1:

Complete a needs assessment for permanent arts education facilities.  
Responsibility: Civic Arts Department

### Program 3.2:

Consider designing and constructing an arts education facility.  
Responsibility: Civic Arts Department, Community Development Department

### Policy 4:

Encourage the development of a permanent natural history and science museum.

### Program 4.1:

Within the financial resources of the City, reaffirm the commitment to provide financial support for the construction of a permanent home for the natural history and science museum.  
Responsibility: City Council

**GOAL 2:** To provide an effective and affordable civic arts program that is available to all community members.

### Policy 5:

Encourage the inclusion of public art in development projects to ensure a continuing investment and appreciation of the arts in Walnut Creek.

### Program 5.1:

Prepare a public art ordinance to ensure continued public and private participation in the Art in Public Places program.  
Responsibility: Community Development Department, Planning Division; Civic Arts Department

### Policy 6:

Stress artistic quality and diversity of expression in the development of cultural programs for all age groups in the community.

### Program 6.1:

Continue and consider expanding programs like brown bag concerts.  
Responsibility: Civic Arts Department

### Program 6.2:

Continue and consider expanding special events such as Art on the Main and Festival of Fine Arts.  
Responsibility: Civic Arts Department

Cultural Resources  
Policies

Policy 7:

Consider providing City funding for basic operational costs for community based cultural programs.

Policy 8:

Promote funding stability and program growth through a committed partnership between the City and the private sector including the Regional Center for the Arts, Inc. and community arts groups not funded by the City.

Program 6.3:

Encourage use of the bandstand in Civic Park.

Responsibility: Civic Arts Department

Program 7.1:

Within the financial resources of the City, continue rental support to community based groups using City operated facilities.

Responsibility: City Council

Program 7.2:

Within the financial resources of the City, reaffirm the commitment to provide financial support for the operational costs associated with the Lindsay Museum.

Responsibility: City Council

Program 7.3:

Within the financial resources of the City, reaffirm the commitment to allocate funds to renovate, expand access to and preserve the building and grounds at the Shadelands Ranch.

Responsibility: City Council

Program 8.1:

Encourage private arts support through the Civic Arts Association.

Responsibility: City Council

Program 8.2:

Maintain an active volunteer force to assist with the civic arts programs.

Responsibility: Civic Arts Department



Cultural Resources  
Policies

Policy 9:

Utilize the museum at Shadelands Ranch for historical and public purposes.

Program 9.1:

Encourage activities which increase awareness of local history and increase and encourage public access to the Shadelands Ranch.

Responsibility: Civic Arts Department

## CULTURAL RESOURCES SUBELEMENT - BACKGROUND

### A. ARTS

Walnut Creek has one of the oldest municipal arts programs in California. Since the establishment of the Civic Arts Commission in 1963, the City has worked consistently to provide the community with an outstanding repertoire of events and educational classes.

Arts education classes were first offered in 1964 in two quonset huts. As interest in arts classes increased, the City acquired five more modular structures, an old house on California Blvd., and eventually, the vacated Walnut Festival Building located in the center of Civic Park to meet the growing demand. In the first 10 years of its existence the civic arts education program grew from 18 to 75 summer classes with an increase from an initial 284 students in 1964 to 1010 students in the summer of 1975. Today, there are over 115 classes offered with over 1500 students participating in the summer sessions alone.

The Civic Arts Department oversees the City's growing visual and performing arts programs. Individual participation and personal skills development is encouraged through the extensive arts education class program begun in 1963. The City acquired the former Walnut Growers warehouse in 1967 and, with much community volunteer help, transformed it into a 449 seat theater and gallery complex. This complex has been home to many performing arts organizations including the Contra Costa Musical Theatre Co., Diablo Light Opera Co., Civic Arts Repertory Co., and the Diablo Symphony. Exhibits included both contemporary and historical content of regional impact. In 1982, with the support of the Civic Arts Association, the City leased and converted a former auto brake shop on East Street to a 153 seat performance art theater known as Stage II. Between these two facilities, the community boasted over 700 public events per year. The Civic Arts Theatre and Gallery was closed in June 1988 to allow construction of a new Regional Center for the Arts.

Looking ahead, the City Council realizes that new, modern facilities are needed to keep pace with the ever increasing demand for both arts and education classes and visual and performing arts programs. Two of the major challenges in the coming years will be to fully fund and construct the new 72,000-square-foot Regional Center for the Arts (including an 800-seat theater, a 300-seat theatre, an art gallery and creative learning center, a rehearsal hall, and Civic Arts offices), and to design, fund, and construct a new arts education facility.

## B. MUSEUMS AND LIBRARIES

Walnut Creek is fortunate to have a rich and diversified educational resource system. Two unique museums, the Lindsay Museum and the Shadelands Ranch Historical Museum, allow residents to discover Walnut Creek's wildlife resources and past way of life. Two libraries also contribute their services to the community.

1. Lindsay Museum: The Lindsay Museum is a learning center for children and adults interested in the natural sciences. Located in Larkey Park, this renowned wildlife center is a permanent home to over 150 native live animals while another 8,000 are rehabilitated and released every year. A pet library and safari/wildlife program for youths are also featured. The Lindsay Association is currently developing plans and seeking funding to expand its facilities at Larkey Park. This project, cosponsored by the City, is expected to be completed in 1991.
2. Shadelands Ranch Historical Museum: This 2.68 acre site, once part of a 350 acre fruit ranch, includes the house built in 1902 by pioneer Hiram Penniman and numerous historical artifacts from the ranch's era. The museum, operated by the Walnut Creek Historical Society, is on the National Register of Historic Places and is home to an expansive archive of Contra Costa and Walnut Creek history. A restoration process is underway which will eventually include the addition of a gazebo and a barn-style meeting room.
3. Downtown Walnut Creek Library: Located in the heart of Walnut Creek, this branch is the busiest branch library in the County's system. It offers over 71,000 volumes and serves approximately 63,000 people. The City owns the land and the building; the County is responsible for its operation. The library has been in operation since 1961; while the number of people it serves has grown substantially, the facility has not been expanded or modernized. Given its present and expected usage, it is one of the City's priorities to work with the County in upgrading the facility.
4. Thurman Casey Library: This library is the Ygnacio Valley branch library of the County's system. It offers over 47,000 volumes and serves approximately 26,000 Walnut Creek residents and 6,000 Concord residents.
5. Pleasant Hill Main Branch Library: This library is located near the border of Walnut Creek and Pleasant Hill and serves the entire Contra Costa County. Approximately 20% of this library's patrons are Walnut Creek residents.

To assist the City in meeting its goal of providing cultural services to all residents, standards have been established in the General Plan for library facilities. These standards are discussed in greater detail in the Growth Management Subelement of the Community Development Element.



## CHILD DAY CARE SUBELEMENT - POLICIES

The purpose of the Child Day Care Subelement is three fold: 1) to acknowledge that the provision of adequate, affordable, and quality child care has become a critical need in our County; 2) to acknowledge the steps the City has taken in recent years to meet this need and; 3) to set the foundation for what the City, its residents, and employers can do in the coming years to meet this ever growing challenge.

While the City Council has taken major steps toward meeting the child care needs of the community, it recognizes there is still much to do in the area of infant care (under two years of age) and extended day care for school age children.

The goals and policies in this subelement are directed toward:

- Expansion of the day care system to help meet the growing needs of the community.
- Financial support of the day care system.

**GOAL:** To facilitate the provision of safe, affordable quality child care facilities and services to families who reside or work in Walnut Creek.

**Policy 1:**

Encourage and assist, where feasible, the development of adequate, affordable and quality child day care throughout Walnut Creek.

**Program 1.1:**

Streamline the application process for large family day care homes.

**Responsibility:** Community Development Department

**Program 1.2:**

Continue to permit child care facilities in every zoning district within the City limits.

**Responsibility:** City Council

**Program 1.3:**

Consider allocating a portion of CDBG or general fund monies each year to nonprofit agencies providing emergency child care services to Walnut Creek residents.

**Responsibility:** City Council

Child Day Care  
Policies

Program 1.4:

Within the financial resources of the City, allocate general fund revenues, on an as needed basis, to non-profit agencies for the recruitment and training of infant care providers who serve Walnut Creek residents.

Responsibility: City Council

Program 1.5:

Study the possibility of a program to facilitate discussions about providing on-site child care services between large Walnut Creek employers and their employees.

Responsibility: City Manager's Office, Community Development Department

Program 1.6:

Explore and implement, if feasible, a flexible benefit program which would provide child care assistance to City employees.

Responsibility: City Manager's Office

Program 1.7:

Study the possibility of providing low interest improvement loans to child care providers to upgrade their homes to meet State requirements. The funding for these loans may include CDBG funds.

Responsibility: City Manager's Office

Policy 2:

Assist, when feasible, extended day care providers in obtaining additional space on or near elementary school facilities serving Walnut Creek students.

Program 2.1:

Continue the challenge grant program to assist existing extended day care programs in providing needed facilities.

Responsibility: City Manager's Office

Child Day Care  
Policies

Program 2.2:

Continue working with child day care providers serving Walnut Creek residents to reinforce the need and benefit of providing extended day care services on school properties.

Responsibility: City Council/City Manager's Office

Policy 3:

Expand public awareness about the need for and availability of child care services in Walnut Creek, especially infant care and extended day care for school age children.

Program 3.1:

Provide information brochures at City Hall and other Civic buildings on:

- 1) available child care services in Walnut Creek; and
- 2) how to start up an infant care service in Walnut Creek including local and state regulations.

Responsibility: Public Information Officer

Program 3.2:

Continue to promote child care services, Teen Line, Kid Phone and similar programs through the City newsletter, on cable video bulletin, in local newspapers and notices placed in public buildings.

Responsibility: Public Information Officer





## CHILD DAY CARE SUBELEMENT - BACKGROUND

### A. OVERVIEW

In 1985, the Walnut Creek City Council adopted a policy statement recognizing that "adequate affordable and quality child care is a critical need" in our County. Two committees were created to help the City carry out this policy. The efforts of the Child Care Task Force and Council Goals Committee on Child Care has resulted in a policy and implementation program which addresses the growing need for child care in the community and strives to meet this demand. This program is incorporated into the General Plan and is implemented through the City Council and City Manager's Office.

### B. EXISTING CONDITIONS

The State of California classifies child care services, those which provide less than 24-hour per day non-medical supervision, into three categories: small family day care homes (up to 6 children), large family day care homes (7 to 12 children), and child day care centers (13 or more children). Day care centers include any child day care facility other than a family day care home, and includes infant centers, preschools, and extended day care facilities.

According to a study conducted by the Community Development Department, Walnut Creek has over 100 approved child care facilities as of March 1988 (Refer to Table 5-1.)

### C. AREAS OF NEED

In 1986, the Child Care Task Force retained a child care consultant to assess the City's child care needs. The report concluded that a supply problem exists for the parents of infants (0-2 years) and school age children (5-12 years) who require care before and after school. A majority of the requests the Contra Costa Children's Council receives from Walnut Creek are for these two groups.

The City has contributed toward the funding of the Contra Costa Children's Council's special needs and emergency child care programs for income eligible families through block grant and general fund monies. The Children's Council provides training and recruitment for infant care providers.

A lack of available infant care exists because a majority of child care center operators find it is not cost effective to care for infants and feel they do not have the proper training to care for children of this age. In addition, licensed child care providers are restricted to a ratio of 3 infants per provider (versus a ratio of 6 children per provider for children 2 years and older). Finding available space to care for school age children before and after school is also difficult. A 1987 study done by the Community Development Department showed that the Walnut Creek Elementary and the Mount Diablo Unified

## Child Day Care Background

School Districts have day care centers operating on their school campuses. Approximately 627 children participate in both programs with another 100-110 remaining on the waiting list for Mount Diablo day care centers. There are no children on the Walnut Creek School District waiting list. In most cases, extra classrooms are being leased from the schools for the centers. In the Walnut Creek Elementary School District, the child care services are organized and staffed by the P.T.A.. At Mount Diablo all but one of the day care centers are private non-profit businesses owned by the parents.

The study concluded that school administrations are supportive of the day care programs in the schools; however, under present state law the schools are not able to organize, run or pay for the programs. If the schools need classrooms due to increased enrollment the day care centers are not given much notice to relocate. Most day care centers have year-to-year leases with the schools. Portable classrooms were noted as options for extended day care programs, providing there was space for the portables on the school site and the day care center would pay for them. It was felt that day care was independent of the school's obligation of providing education.

To help remedy these problems and to expand the City's role in child care, on July 14, 1987 the City Council took the following actions:

1. Approved a one-time \$5,000 expenditure for participation in the California Child Care Initiative Program. This program increases the supply of infant care through the recruitment and training of family day care providers. During the first six months of the program two Walnut Creek infant care providers were licensed. Together they care for a total of 6 children (5 infants, one preschool).
2. Approved a one-year pilot challenge grant program and appropriated \$100,000 to assist extended care providers with the purchase of portable facilities. In this program the City would enter into a partnership with the providers by contributing up to \$25,000 (approximately one-half of the cost of a portable facility with utility hook-ups) on a challenge grant basis. Five grants totalling over of \$93,000 have been made to date.
3. Approved City promotion of Kid-Phone and Teen Hotline. No funding required. Promotion was done through the Nutshell, City Scene and Video Bulletin and in public buildings such as the library and City recreation centers.
4. Directed staff and/or Council Goals Committee on Child Care to develop "Good Neighbor" checklist. No funding was required and the list is now complete.

In addition, in February 1987, the Municipal Code was amended to implement the provisions of the California Child Day Care Act which required reasonable standards, restrictions and requirements specifically relating to child day care facilities. Day care centers were also permitted in all zoning districts, including commercial areas, as a part of this revision. For the past five years,



## Child Day Care Background

the City has funded the Contra Costa Child Care Council's emergency child care and child care for special needs children programs for low and moderate income persons. These actions, combined with the policies and implementation programs contained in this element, will help Walnut Creek fulfill its child care obligation.

Table 5-1  
Child Care Facilities  
in Walnut Creek  
1988

| <u>Type of Facility</u>  | <u>No. of<br/>Facilities</u> | <u>Capacity*</u> |
|--|------------------------------|------------------|
| Small Family Day Care Homes  | 75                           | 450              |
| Large Family Day Care Homes<br>Ages not specified<br>0 to 2 years                            | 12                           | 136<br>8         |
| Large Family Day Care Homes in<br>Unincorporated areas of Walnut Creek<br>Ages not specified | 4                            | 48               |
| Jewish Community Center-Infant<br>Center<br>Ages 0 to 2 years                                | 1                            | 22               |
| Day Care Centers<br>Ages 2 to 12 years   | 29                           | 1,277            |
| Day Care Centers in Unincorporated<br>areas of Walnut Creek                                  | 7                            | 341              |
| Extended Elementary School Day Care<br>Ages 5 to 12 years                                    | 7                            | 627              |

\* Number of children that can be accommodated.

## CONSERVATION AND OPEN SPACE SUBELEMENT - POLICIES

Walnut Creek residents place tremendous importance on the many values of open space: recreational, educational, scenic, ecological and economic. Over the years residents have pursued an aggressive program for preserving the natural areas surrounding the community. In April 1971, the Walnut Creek City Council approved the formation of an open space committee to study the problems and possible solutions for maintaining a portion of the City in its natural state. The committee's efforts resulted in the passage of a \$6,750,000 bond issue in June 1974 to provide funds for implementing the comprehensive open space program.

In November 1988, the City Council created a temporary Open Space Committee. The Committee's purpose is to recommend in priority order those additional Open Space properties to be purchased with the \$8,000,000 general fund money set aside by the City Council in the 1988-1990 Capital Improvement Program for purchase of additional open space.

Walnut Creek's open space system is composed of four major open space areas which together form a ridgeline network of some 2,396 acres. These four areas: Acalanes Ridge to the northwest, Sugarloaf Hill to the southwest, Lime Ridge to the east, and Shell Ridge cutting through Walnut Creek east to Mt. Diablo provide an aesthetic backdrop for the urbanized valley areas (see Figure 5-1, Existing and Potential Open Space).

There are many commonly found species of flora and fauna, but the open space areas also support some species which are rare in Contra Costa County. These species depend on the open space for survival as it represents the last vestiges of a once continuous natural environment. Several creeks traverse the Planning Area: Walnut, San Ramon, Las Trampas, Tice and Pine creeks (see Figure 5-2). Major portions of these creeks and their tributaries remain in their natural state, providing food and habitat for local wildlife inhabitants. Other vegetation such as oak woodland and chaparral are important foundations for existing natural communities. The open space lands and creek areas also contain several cultural resource sites, revealing a past way of life in the Walnut Creek area.

Despite urbanization of most of Walnut Creek's prime agricultural lands (which formerly supported walnuts and other orchards), agricultural activity (in the form of cattle grazing) still predominates in the foothill region. The scenic beauty afforded by Mt. Diablo and its associated ridges and streams provides a sense of community identity and is a vital component to a desirable living environment.

The goals and policies in this subelement are directed toward:

- Continued expansion of the open space system.
- Preservation of natural features and habitats.
- Recycling of renewable materials.



**GOAL 1:** To preserve and expand the City's existing open space system as essentially undeveloped land for the purpose of maintaining visual buffers between developed areas, conserving natural habitats, protecting watershed lands and providing recreation.

**Policy 1:**

Maintain the City's open space areas in as nearly a natural state as possible by prohibiting the installation of facilities and structures on the open space lands that are not compatible with the lands as open space and by discouraging non-compatible uses and activities in such areas.

**Policy 2:**

Maintain, as one of the City's priorities, continued expansion of the open space system through acquisition of selected additional open space lands.

**Program 1.1:**

Implement the existing open space master plans.

**Responsibility:** Community Development Department

**Program 2.1:**

Coordinate with other public and private agencies (such as East Bay Regional Park District, Contra Costa County, City of Concord, The Walnut Creek Open Space Foundation, People for Open Space, and Trust for Public Land) the acquisition, preservation, management, development and operation of open space and trails.

**Responsibility:** Public Services Department

**Program 2.2:**

Maintain and prioritize an open space acquisition list and develop appropriate acquisition methods for these areas.

**Responsibility:** Public Services Department, City Council

**Program 2.3:**

Actively pursue gifts of land and/or rights to land and funds for open space from State and Federal governments, individuals and foundations.

**Responsibility:** Public Services Department

Program 2.4:

Within the financial resources of the City, actively pursue the purchase of development rights on parcels being considered for open space acquisition.

Responsibility: Public Services  
Department

Program 2.5:

Consider a citywide Bond Issue for purchase of selected open space areas.

Responsibility: City Manager's Office

Policy 3:

Support retention of privately owned ranch lands adjacent to Mount Diablo State Park in an Open Space Preserve.

Program 3.1:

Maintain active communication and cooperation with appropriate agencies and land owners to promote participation in the Williamson Act and Open Space Easement Programs.

Responsibility: Public Services  
Department

Policy 4:

Maintain in their natural state, to the greatest degree possible, all significant natural features within the Walnut Creek Planning Area including creeks, riparian corridors, stock ponds, heritage trees, ridges, hillslopes, rock outcroppings and natural habitat areas.

Program 4.1:

Require project Environmental Impact Reports, when deemed necessary, to fully address the preservation and future maintenance of natural resource values.

Responsibility: Community Development Department

Program 4.2:

Continue to enforce the Nuisance, Encroachment, Flood Control and Grading Ordinances, which mandate preservation and maintenance of creek channels.

Responsibility: Community  
Development Department

Program 4.3:

Work with the State Department of Fish and Game, the U.S Army Corps of Engineers and local creek organizations such as the Urban Creeks Council on projects involving waterways to ensure maximum retention of natural channels.

Responsibility: Community  
Development Department

Program 4.4:

Consider alternative drainage systems, such as detention basins, which would help preserve natural creek channels.

Responsibility: Community  
Development Department

Program 4.5:

Review the City's street cleaning program to assess its effectiveness in reducing the amount of pollutants entering waterways.

Responsibility: Public Services  
Department

Program 4.6:

Continue to enforce the Grading Ordinance and Hillside Planned Development requirements which mandate proper treatment of hillsides.

Responsibility: Community Development  
Department

Program 4.7:

Continue to evaluate all projects for compliance with the Tree Preservation Ordinance.

Responsibility: Community Development  
Department



Policy 5:

Maintain open space lands within development projects under private ownership, unless public ownership or access is desirable or necessary.

Policy 6:

Maintain an overall land management program for open space lands.

Policy 7:

Promote public access to open space lands for recreational purposes.

Program 5.1:

Implement appropriate conditions of approval for projects.

Responsibility: Community Development Department

Program 6.1:

Continue to promote, review and execute the existing open space program.

Responsibility: Public Services Department

Program 7.1:

Support and cooperate with nonprofit organizations (such as the Walnut Creek Open Space Foundation) to promote open space public awareness and participation.

Responsibility: Public Services Department

Program 7.2:

Maintain convenient, informational and conspicuous access sites to the open space and trails system.

Responsibility: Public Services Department

Program 7.3:

Continue to provide the public with up-to-date open space maps and informational brochures and programs.

Responsibility: Public Services Department

Policy 8:

Preserve archaeological resources under the direction of a qualified archaeologist. (Also refer to the Historic Preservation section of the City Design Subelement)

Program 8.1:

Have all projects requiring discretionary approval reviewed by the California Archaeological Inventory, Northeast Information Center, Sonoma State University. If they are located in an area of concern, require appropriate mitigations as conditions of project approval.

Responsibility: Community Development Department

Program 8.2:

Continue to require developers to halt all work if cultural resources are encountered during a project, and retain a qualified archaeologist to evaluate and make recommendations on the project.

Responsibility: Community Development Department

GOAL 2: To conserve renewable resources.

Policy 9:

Promote re-cycling in Walnut Creek.

Program 9.1:

Within the financial resources of the City, expand curbside recycling.

Responsibility: City Council

Program 9.2:

Continue to enforce the City's recycling ordinance.

Responsibility: City Council

Program 9.3:

Continue to promote recycling programs through the Nutshell.

Responsibility: Public Information Office

Conservation/Open Space  
Policies

Program 9.4:

If economically feasible, implement a paper recycling program at City Hall.

Responsibility: City Manager's Office

Program 9.5:

Investigate ways to encourage Walnut Creek businesses to establish recycling programs.

Responsibility: Community  
Development Department





## CONSERVATION AND OPEN SPACE SUBELEMENT - BACKGROUND

### A. OVERVIEW

Conservation emphasizes the wise management of all natural resources, while open space specifically addresses the protection, management and utilization of open space and its inclusive resources. Conservation of an area's natural resources is a prerequisite to the consideration of uses for open space. Section 65560 of the California Government Code defines open space as "... any parcel or area of land or water which is essentially unimproved and devoted to an open space use." These uses include natural resource preservation, managed production of resources, public safety and outdoor recreation. Due to the resource-oriented nature of both elements, the City of Walnut Creek has combined conservation and open space into one subelement.

### B. DESCRIPTION OF MAJOR OPEN SPACE AREAS AND NEEDS ASSESSMENT

(see Figure 5-1 and Table 5-2)

#### 1. Acalanes Ridge

This area is located in the northwestern portion of Walnut Creek, bounded by Highway 24 on the south, Interstate 680 (state designated "Scenic Highways") to the east, Pleasant Hill Road to the west and Geary Boulevard to the north, above the Larkey and Palos Verdes residential areas. The ridge is actually a series of ridges trending northwest and southeast, terminating at the junction of the two freeways. The ridgelands encompass slightly over 600 acres. The major open space value of the area is for outdoor recreation. It also has significant visual and aesthetic value from the northern portion of Walnut Creek, the Core Area and from Highway 24 where it serves as a greenbelt separator between Walnut Creek and Lafayette.

The potential for recreational uses such as picnicking, equestrian activities and hiking is heightened by its proximity and access from all directions. Natural resource values for wildlife and vegetation are found along the ridge in several areas and are especially prevalent in the vegetative communities which have significant tree coverage. On a larger scale, Acalanes Ridge serves as part of a "wildlife corridor" which stems from Lafayette Ridge and Briones. Several portions of the ridge have been publicly acquired.

#### Needs Assessment

Additional land and trail rights-of way need to be acquired to connect several public holdings so that the land remains in its open state and its recreational potential may be realized. (see Figure 5-1)

## 2. Sugarloaf Hill

Located along Highway 680 between Rudgear Road and Livorna Road, Sugarloaf is approximately 200 acres in size and is composed of one major ridge paralleling the freeway and several smaller offshoot ridges. This area has particular visual and aesthetic importance as it parallels State Scenic Highway 680. The Franklin branch of the Calaveras fault traverses Sugarloaf's eastern edge. The area also serves as a visual separator between Walnut Creek and communities to the south.

The area is particularly valuable as a haven for wildlife, since it is surrounded by development and roads. The most significant natural resources on the site consist of the perennial stream, riparian vegetation and tree cover at the southern portion of the site, which are critical to maintaining the area's resident wildlife.

Sugarloaf Hill functions as a managed resource preserve and an important recreational resource. The preservation of Sugarloaf in its natural state allows water percolation and absorption which contribute to the recharge of water in the Walnut Creek basin. As range land, the site has several potentials if combined with some form of recreational use. Because of its location with easy access from the freeway and its natural characteristics, Sugarloaf has high recreational value, particularly for hiking and riding. The valley located at the northern end has potential as a park site, equestrian center and staging area.

Further information on Sugarloaf Hill's resources and future planning can be found in the Sugarloaf Hill Master Plan, available from the Walnut Creek Public Services Department.

### Needs Assessment

All available open space on Sugarloaf Hill has been publicly acquired. To maximize the area's recreational potential, a trail right-of way connection to the abandoned railroad right-of-way in the northwest corner needs to be acquired from the State.

## 3. Shell Ridge

This area is comprised of a series of parallel ridges which extend diagonally from Mt. Diablo into the heart of Walnut Creek in the La Casa Via, Walnut Boulevard and Rudgear Road areas.

The flow of the ridge in a northwest to southeast direction leads the eye directly to Mt. Diablo, thus forming a continuum of visual open space stretching for several miles. When walking through the valleys within the site, there is an almost complete sense of isolation from the surrounding urbanized world, due to the natural barriers formed by the ridges. This sense of isolation within an urbanized community enhances the value of the area for various forms of recreation such as nature study, hiking and picnicking. Since Shell Ridge forms a natural open



## Conservation/Open Space Background

space corridor from the heart of Walnut Creek to Mt. Diablo, it is ideally suited for trails connecting the urbanized areas with East Bay Regional Park District, Diablo Foothills Regional Park and Mt. Diablo State Park lands.

Shell Ridge also encompasses the 488 acre Old Borges Ranch, a registered National Historic Site. Its continued use as an active cattle ranch provides an historical, educational and interpretive resource of great value to the urbanized Walnut Creek area.

In addition to providing outstanding recreational opportunities for residents and visitors, Shell Ridge contains many important natural resources including abundant wildlife, a variety of plant life, numerous streams and stock ponds. The oak woodland communities, generally found on the north-easterly slopes of the ridges, are important for the birds and mammals which inhabit those lands.

The complex of ridges and valleys within Shell Ridge serve as a major watershed for the Walnut Creek and Ygnacio Valley Basins. The runoff from these lands substantially contributes to underground aquifers. Numerous rock outcroppings dot the landscape, serving as visual points of interest and also a lesson in local geology. Shell Ridge derives its name from the rocks which at one time were marine sediments underlying the sea. Shell Ridge is also valuable for stock grazing. Cattle grazing, though of minor economic importance, greatly reduces fire hazards throughout the Ridge. At least a portion of Shell Ridge has potential value for horse grazing pastures and could be used to fulfill the demands for equestrian-oriented recreational facilities.

Approximately 1200 acres of Walnut Creek Shell Ridge Open Space have been publicly acquired by the City of Walnut Creek. Additional acreage has been acquired by the East Bay Regional Park District and the State.

### Needs Assessment

Several hundred acres of unincorporated private open space adjacent to the City limits between Shell Ridge and the Diablo Foothills Regional Park should be preserved for outdoor recreation or scenic purposes. However, these lands are outside the City's jurisdiction. Areas targeted for acquisition include the remaining portions of privately held land to the east between Diablo Foothills Regional Park and Shell Ridge open space.

Further information on Shell Ridge's resources and future planning can be found in the Shell Ridge Master Plan, available from the Walnut Creek Public Services Department.

#### 4. Lime Ridge

As the dominant ridge leading to Mt. Diablo along the eastern edge of the Planning Area, Lime Ridge forms an important visual backdrop to the urbanized portions of Ygnacio Valley. It also serves as a natural greenbelt separator between the communities of Walnut Creek and Clayton/Concord to the east.

Preservation of Lime Ridge as open space is warranted for several reasons. The ridge is composed of many steep slopes which straddle both sides of Ygnacio Valley Road. The Concord fault runs along the base of the ridge, adding to support of the ridge as open space for the protection of public health and safety. Wildlife survival depends on preservation of the ridge as an entire unit. Lime Ridge also provides economic value as grazing land.

A portion of Lime Ridge (about 1,030 acres) was publicly acquired by the cities of Walnut Creek and Concord. Currently the dominant use of this land is cattle grazing, although there are many opportunities for recreational uses. Especially in demand is a location for a regional recreational area and equestrian oriented facilities.

Most of the private owned portions of the ridge south of Ygnacio are currently under Williamson Act contracts. These contracts in conjunction with the underlying Agricultural Preserve zoning will protect the open space qualities of those portions of the ridge for at least 10 years. However, in the southerly visible portions of the ridge, there are some significant gaps in the protection afforded by the Williamson Act. One large 210 acre area in the County (Rancho Paraiso) is not under contract and has been approved for development by the County. The proposal provides 114 acres of dedicated open space land. Within the City, there is a large privately owned area of the ridge (Newhall Ranch - about 200 acres) that has been proposed for development in the past.

#### Needs Assessment

It would be desirable to acquire several hundred more acres of Lime Ridge for outdoor recreation and scenic purposes. Of particular importance is the "Lime Ridge Connection" (see Figure 5-1) which links the publicly owned Lime Ridge Recreation Area and Mt. Diablo State Park.

Further information on Lime Ridge's resources and future planning can be found in the Lime Ridge Master Plan, available from the Walnut Creek Public Services Department.

## C. NATURAL RESOURCES

### 1. Wildlife

Despite urbanization, the Walnut Creek area still possesses a considerable variety of wildlife which is concentrated in the City's open space areas. No actual counts of species have been conducted but based on master plan studies for open space areas and site reports by individuals, qualitative evaluations have been determined.

- a. Amphibians- The amphibians that occur in Walnut Creek do not comprise a great portion of the fauna since aquatic areas are limited and do not provide sufficient habitat for these animals.
- b. Reptiles- The numbers of reptiles are low compared to birds and mammals; however, various species of garter, king and gopher snakes and lizards are not uncommon. The State Threatened giant garter snake and Alameda Whip Snake (changed from Striped Racer) are thought to inhabit areas in Walnut Creek adjacent to Mt. Diablo due to the presence of appropriate habitat.
- c. Birds- Local residents are fortunate to have several hundred species of resident and migratory birds whose migratory patterns and nesting characteristics vary greatly among species. The State Threatened Swainson's Hawk and State and Federal Endangered American Perigrine Falcon are thought to winter in the Walnut Creek open space; however, their permanent residence has not been verified. A population of burrowing owls in the Rancho Paraiso area is being monitored by the Department of Fish and Game as a species of special concern.
- d. Mammals- The mammals in Walnut Creek's environs are mostly found in the City's open space preserves. The black tailed deer is the largest population and is a common sight on Shell Ridge. Other mammals inhabiting the area include red fox, bobcat, raccoon and skunk. The mountain lion inhabits the environs of Mt. Diablo but is seldom seen close to the City area. The State Threatened and Federal Endangered San Joaquin Kit Fox is thought to occur in the open space adjacent to Mt. Diablo due to its proximity on the San Ramon side of Mt. Diablo; however, its presence has never been verified.

Wildlife corridors exist on Acalanes and Las Trampas Ridges and the Shell and Lime Ridge extensions of Mt. Diablo. These areas allow wildlife a means of entering and leaving the area, to reach food sources and to interbreed with other populations.



Also critical to the maintenance of wildlife is the preservation of stock ponds and natural streams which provide the water supply for local species. Heather Farms Park also provides an important support system for wildlife. Areas with important wildlife habitat have been used as one of the factors determining open space values.

2. Vegetation

Areas of natural vegetation serve a number of functions: (1) they aid in preventing soil erosion, (2) they retard surface water runoff, (3) they replenish the oxygen supply of the atmosphere, (4) they help purify the air of pollutants, (5) they serve as a food source and shelter for most of the native wildlife, and (6) they provide visual amenities.

The major areas of relatively undisturbed natural vegetation can be found on Shell, Lime, Sugarloaf and Acalanes Ridges. Types of natural plant communities within the Walnut Creek area are: riparian, grassland, savanna or oak grassland and chaparral. Of these, the chaparral and riparian plant communities are the most limited, the latter occurring along major stream beds and the former limited to an isolated minor valley near Pine Canyon. There are no State or Federal rare, threatened or endangered plant species in the Walnut Creek area; however, several species on Lime Ridge, including Mt. Diablo Manzanita, are considered unique and valuable resources by the California Native Plant Society and should not be disturbed.

3. Water Courses and Groundwater

Creeks are important to a region because they provide wildlife habitats, replenish ground water resources, serve as visual buffers and greenway corridors and act as natural drainage systems. Walnut Creek's water course system is formed by a main network of the Walnut, Pine, San Ramon, Tice and Las Trampas Creeks. Major portions of these creeks and their tributaries are unchanneled in the lesser developed fringe areas of the City and channeled in the urban region (see Figure 5-2). It is the City's intention to ensure the retention of these creekways whenever feasible. A Creek Development Plan has been developed for the section of Walnut Creek which flows through the downtown core. Its goals are discussed in the City Design Subelement of the Community Development Element.

The Clayton-Ygnacio Valley is a sizable ground water basin and recharge area for the Walnut Creek area. This area is one of 18 significant ground water areas in the San Francisco Bay region. The quality of ground water from this area is considered good to excellent. Currently, the ground water resources are being used by only a limited number of private domestic and irrigation wells. Following several

years of low precipitation, increased ground water use, extensive urbanization and channelization of stream beds, the fresh water level has dropped allowing sea water to filter into some lower aquifers beneath the Walnut Creek area.

Due to recent drought conditions and a growing awareness of water conservation, Walnut Creek adopted Landscape Water Conservation Policy Guidelines (required by EBMUD) for commercial projects over 10,000 square feet and residential projects, except for individual owner-built single family homes.

4. Mineral Resources

The primary mineral resources in the Walnut Creek area are sand, gravel, limestone and rock. In the past, several quarries operated within the planning area, but all are now abandoned. The City considers mineral extraction an undesirable land use due to its adverse impact upon the existing community and because better and more economically feasible alternate sources are available elsewhere within the region.

5. Agriculture

In the past, agriculture, especially orchard crops, played an important role in Walnut Creek's economy. Now virtually all of the community's prime agricultural land has been urbanized. The one remaining form of agricultural activity in the Planning Area is cattle grazing. Grazing now occurs on Lime, Shell, Sugarloaf and Acalanes Ridges. Although the economic return from grazing is small, it is extremely important in reducing fire hazards and maintaining the open space use of land. Grazing should be maintained as an activity on open space lands wherever feasible. One way to encourage this use is through agricultural preserves. This is particularly critical for the Lime Ridge area.

6. Archaeological Resources

Evidence of Indians, the first known inhabitants in the Walnut Creek area, have been found in some of the open space areas and along the creek systems. Walnut Creek encompasses portions of three Indian small nation territories or "triblets": the Volvon, Chupcan and Saclan. Fifty-five studies have been done and thirteen cultural resource sites have been identified within the Walnut Creek Planning Area. The location of these sites, containing either Indian artifacts or burial deposits, are kept confidential to prevent their disturbance; however, they are recorded by the California Archaeological Inventory. California Government Code Section 6254.10 exempts archaeological site information from the California Public Records Act which requires that public records be open to public inspection.

7. Air Quality

a. Regional Conditions

The San Francisco Bay Area has been designated as a region where three national ambient air quality standards are being exceeded: ozone, carbon monoxide and total suspended particulates. The entire Bay Area is considered a non-attainment area for ozone; Santa Clara County is non-attainment for total suspended particulates; the Bay Area's urbanized areas are non-attainment areas for carbon monoxide. The Clean Air Act Amendments' 1987 deadline for meeting national ambient air quality standards was not met in the Bay Area but, at this time, there is no clear policy regarding post 1987 non-attainment areas.

b. Walnut Creek Conditions

The Bay Area Air Quality Maintenance District is responsible for monitoring and enforcing standards in the Bay Area. The District, along with the Association of Bay Area Governments and the Metropolitan Transportation Commission, prepares the Air Quality Management Plan for the region. The plan establishes policies and programs to implement state and federal standards, and recommends policies for local governments.

Implementation of many air quality control programs over the past two decades has resulted in substantial improvements in air quality in the Bay Area and in Walnut Creek.

The closest monitoring station to Walnut Creek is located in Concord. Although conditions in Walnut Creek are not the same, they are probably no worse than Concord. Data from that station shows that air quality standards are met for carbon monoxide, nitrogen dioxide, sulfur dioxide and suspended particulates. Ozone levels have gradually improved since the mid 1970s; however, the standard for ozone is not currently met at the Concord site. Days exceeding the standard rose from 0 to 3 from 1986 to 1987. This was due to the increased frequency of meteorological conditions conducive to high ozone concentration in 1987. To compensate for this climatic variability, the ozone standard is considered attained when no more than three exceedences are recorded in a three year period.

Automobiles are the main source of ozone precursors-hydrocarbons and oxides of nitrogen. The large numbers of automobiles on the roads has helped lead to the entire Bay Area's status as a non-attainment area for ozone.



As part of the General Plan, an air quality impact analysis was prepared (see the General Plan EIR available from the Community Development Department). The Plan incorporates a number of policies to address current and future exceedences. These are focused on reducing auto trips since the major source of pollutants in Walnut Creek is automobiles. Other ways the Plan addresses maintenance of good air quality include the encouragement of housing downtown, expansion of pedestrian retail shopping areas and the limitation on commercial growth. (Refer to Table 5-3 for specific policies.)

#### D. RECYCLING

The City of Walnut Creek has developed a two-part recycling program in response to both the region's lack of landfill space and the passage of Assembly Bill 2020, the California Beverage Container Recycling and Litter Reduction Act. This act requires that a certified recycling facility be established within a half-mile radius of every supermarket with gross annual sales of two million dollars or more. Walnut Creek has seven identified convenience zones which require certified recycling facilities.

The first part of Walnut Creek's recycling program, Walnut Creek's Recycling Ordinance, sets forth the criteria and standards for regulating recycling facilities. The standards specify permitted zoning districts, the relationship of the facility to the on-site commercial use or community service facility, operation and size of the facility, type of materials to be collected, sign sizes and parking requirements.

The second part of the program is the City's long-term goal to develop a citywide curbside recycling program. On October 1, 1988, the City launched a free pilot curbside recycling program for 3,500 Walnut Creek households in three neighborhoods. The contracted recycling company expects to cover most of its costs by selling the collected materials (estimated to be about 40 tons each month). On March 14, 1989 the City Council decided to expand this program citywide.

Table 5-2

Summary of Needs Assessment  
for Open Space Areas

|                |  |
|----------------|--|
| Acalanes Ridge | Additional land and trail rights-of-way need to be acquired to connect several public holdings.  |
| Sugarloaf Hill | A trail right-of-way or easement needs to be acquired from the State (CalTrans) in the northwest corner of the Sugarloaf Hill Open Space Area to connect with the abandoned railroad right-of-way to realize its full recreational potential.  |
| Shell Ridge    | Areas targeted for acquisition include the remaining portions of privately held land to the east between Diablo Foothills Regional Park and Shell Ridge open space.<br>(see Figure 5-1, #7).   |
| Lime Ridge     | Several hundred more acres of unincorporated private open space should be preserved for outdoor recreation and scenic purposes. Of particular importance is the so-called "Lime Ridge Connection" to preserve the existing open space between the publicly owned Lime Ridge Recreation Area and Mt. Diablo State Park. |

Refer to Figure 5-1 for existing and potential open space.

Table 5-3

Air Quality Related Policies Contained in Other General Plan Elements

| <u>General Plan Element</u>  | <u>Policy/Program</u> | <u>Summary Description</u>   |
|------------------------------|-----------------------|--|
| <b>COMMUNITY DEVELOPMENT</b> |                       |  |
| Residential Subelement       | Policy 2              | Preserve hillside areas by permitting only low density development, encourage clustering and require open space preservation.    |
|                              | Policy 4              | Encourage residential development close to Core Area employment centers.   |
|                              | Policy 5              | Locate higher density residential development near urban centers.  |
| Commercial Subelement        | Policy 2              | Maintain and enhance the downtown as a pedestrian oriented shopping area.  |
|                              | Policy 4              | Restrict multi-story office development to the Core Area.  |
| City Design Subelement       | Policy 1              | Restrict building height.  |
|                              | Policy 5              | Increase pedestrian accessibility in urban core area.  |
| Regional Planning Subelement | Policy 2              | Work with County etc. to reduce inter-city commute traffic and complete the open space trails network and extension of bikeways. |
| Growth Management Subelement | Policy 5              | Limit commercial development for the next 20 year period (year 2005).  |



Conservation/Open Space  
Background

|                 |           |  |
|-----------------|-----------|--|
| Housing Element | Policy 2  | Continue to encourage housing in the Golden Triangle.  |
|                 | Policy 18 | Encourage the incorporation of energy conservation design features in existing and future residential development. |

TRANSPORTATION  
ELEMENT

|                        |                                |   |
|------------------------|--------------------------------|---|
| Roadways Subelement    | Policy 1                       | Maintain Level of Service Standards.  |
|                        | Policy 3                       | Provide roadway improvements to improve safety and circulation.                         |
|                        | Policy 5                       | Require new development to contribute toward future transportation improvements.        |
|                        | Policy 6                       | Promote High Occupancy Vehicle Lanes.   |
|                        | Policy 8<br>(Programs 8.1-8.7) | Cooperate with other jurisdictions to develop and implement regional traffic solutions. |
| Transit/TSM Subelement | Policy 1<br>(Programs 1.1-1.7) | Expand public transit in Walnut Creek.  |
|                        | Policy 2<br>(Programs 2.1-2.3) | Support public transit amenities.   |
|                        | Policy 3<br>(Program 3.1)      | Encourage inter-transit agency coordination.  |
|                        | Policy 5<br>(Programs 5.1-5.5) | Continue implementation of the Transportation Systems Management Program.               |

Conservation/Open Space  
Background

|                                  |                                |   |
|----------------------------------|--------------------------------|---|
| Bikeways Subelement              | Policy 1<br>(Programs 1.1-1.4) | Expand the City's bikeway system.   |
|                                  | Policy 2                       | Promote the use of bicycles.  |
| Pedestrian Facilities Subelement | Policy 3                       | Obtain dedication of land or easements for pedestrian paths.                                      |
|                                  | Policy 4                       | Provide City funding for pedestrian facilities.   |
| Parking/Loading Subelement       | Policy 1                       | Establish new parking facilities in close proximity to Core Area businesses and shopping centers. |

COMMUNITY  
RESOURCES ELEMENT

|  |          |   |
|--|----------|---|
| Conservation and Open Space Subelement | Policy 2 | Continue expansion of the open space system.                        |
|  | Policy 4 | Maintain riparian and natural habitat areas in their natural state. |
| Parks and Recreation Subelement        | Policy 4 | Consider the acquisition of additional lands for parks.             |
|  | Policy 5 | Expand trails system.   |





FIGURE 5-2

# WATERWAYS

EXISTING CONDITIONS:

- UN-CANNELLED
- CHANNELLED
- UNDERGROUND

- 1 Putnam Creek
- 2 E. Branch of E. Fork, Grayson Creek
- 3 Contra Costa Canal
- 4 Pine Creek
- 5 Ygnacio Canal
- 6 Walnut Creek
- 7 Deer Creek
- 8 Raccoon Creek
- 9 Sulphur Creek
- 10 Indian Creek
- 11 Las Trampas Creek
- 12 Tice Creek
- 13 Sans Crainte Creek
- 14 Coyote Creek
- 15 Rock Spring Creek
- 16 Vierra Creek
- 17 Borges Creek
- 18 San Ramon Creek
- 19 Franco Creek
- 20 Hazard Creek

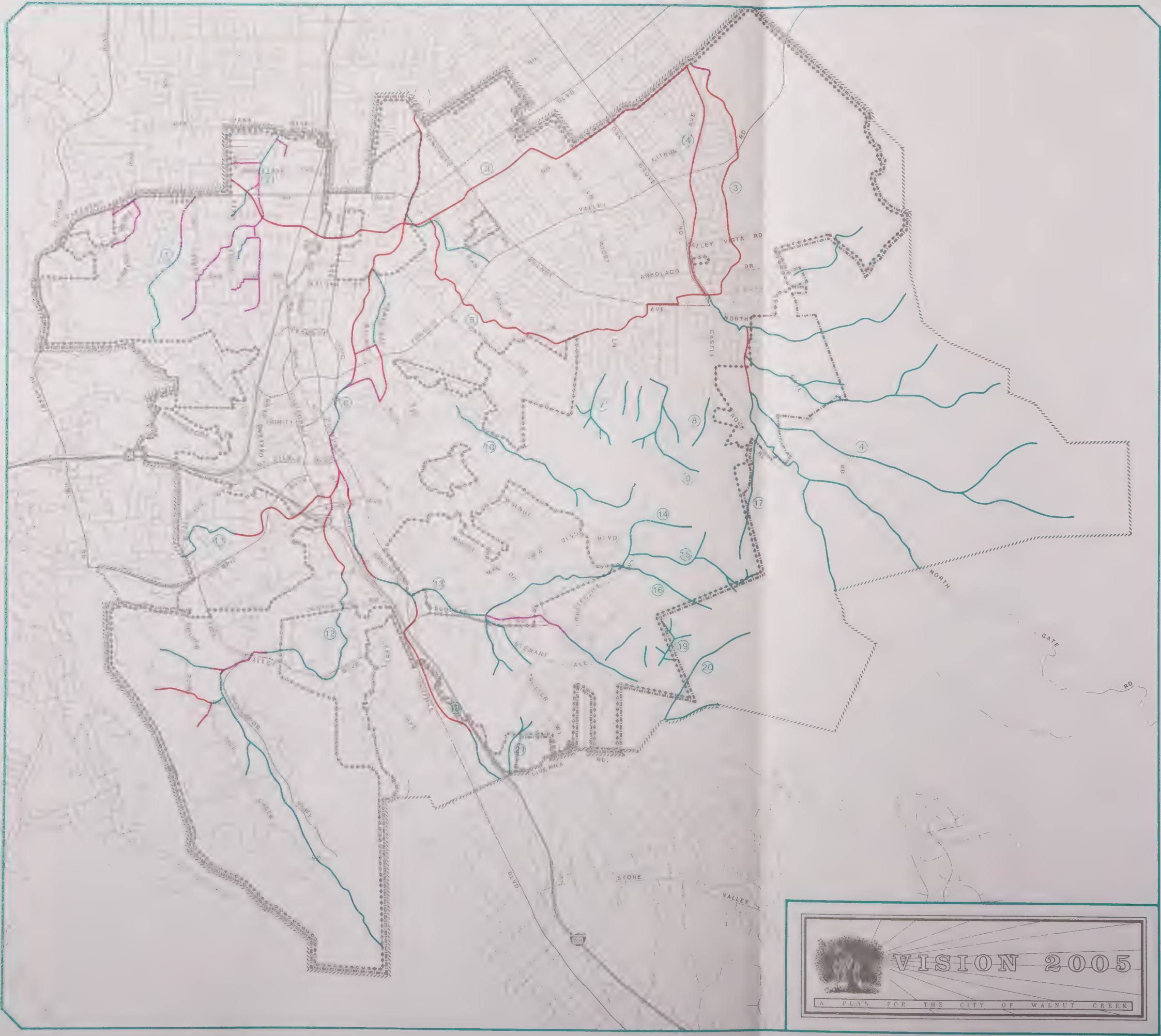






FIGURE 5-1

## OPEN SPACE



EXISTING

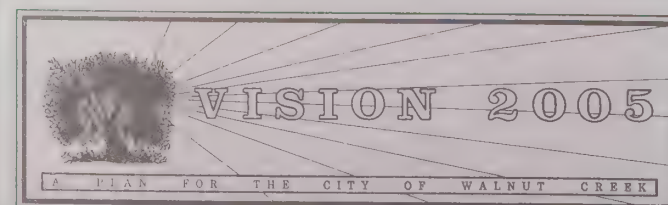


POTENTIAL



LANDS UNDER  
THE WILLIAMSON ACT

- ① CITY OWNED OPEN SPACE
- ② E.B.R.P.D. OWNED OPEN SPACE
- ③ PRIVATE OWNED OPEN SPACE
- ④ CITY HELD OPEN SPACE EASEMENT
- ⑤ ACQUIRE OPEN SPACE EASEMENT
- ⑥ ACQUIRE WITH DEVELOPMENT
- ⑦ PROPOSED FOR PURCHASE
- ⑧ E.B.M.U.D. OWNED OPEN SPACE
- ⑨ FUTURE JOINT ACQUISITION







## PARKS AND RECREATION SUBELEMENT - POLICIES

### Park and Recreation Facilities

The purpose of the Parks and Recreation Subelement, an optional element under Government Code Section 65303, is to provide policy guidance for managing existing recreational facilities and acquiring additional areas with a focus on active recreational uses. There is high demand for recreation facilities in Walnut Creek, not only from local residents but also residents from nearby and distant communities. Walnut Creek's long-standing commitment to excellence in park facilities has led to the development of a 340 acre quality park system which provides a variety of recreational needs. The system provides a full range of recreation facilities from small vest pocket parks to full service community facilities (see Figure 5-3 Existing and Potential Parks). The City is perhaps best known for Heather Farm Park, a large 100 acre park with an Olympic size pool that attracts international swimmers.

Another aspect of the City's recreation system is its extensive trail network which provides opportunities for walkers, joggers, hikers, bicyclists and equestrians (see Figure 5-4) to enjoy the abundant open space surrounding Walnut Creek. In addition to providing recreational opportunities the trails also function as fire roads and breaks. The trails traverse the various public open space areas feeding into a larger regional network. The trails are multimodal so they can be consolidated within the same corridor and used simultaneously for a number of different activities.

(Note: Bikeways are discussed in the Bikeways Subelement of the Transportation Element)

### Standards

Standards for both active and passive facilities as well as citywide requirements were first adopted by the Park and Recreation Commission in 1973 and were reaffirmed by the City Council in 1982. The park acreage standard is set forth in the Growth Management Section of the Community Development Element and is repeated here for reference. (See Tables 5-4 and 5-7 at end of this section.)

The goals, policies and implementation programs set forth in this subelement are directed toward:

- Preserving the community's commitment to the highest quality park and recreation facilities.
- Acquiring additional lands and facilities.

**GOAL 1:** To provide active and passive recreational opportunities for all Walnut Creek residents.

**Policy 1:**

Consider the range of recreational needs created by a development or redevelopment project and provide for them either on or off site.

**Program 1.1:**

Require subdivisions to contribute to the City's park and recreation facilities either through on-site facilities or in-lieu fees.

**Responsibility:** Community Development Department

**Program 1.2:**

Require in-lieu parkland dedication fees for all multi-family residential development including apartments greater than 14 units per acre.

**Responsibility:** Community Development Department

**Policy 2:**

Acquire park lands shown on the General Plan Parks and Recreation map (Figure 5-3) through dedication, direct acquisition or donation.

**Program 2.1:**

Develop a priority list for acquisition of additional park lands.

**Responsibility:** Public Services Department, City Council

**Program 2.2:**

Utilize City and County provided Park Land Dedication Funds to acquire prioritized properties.

**Responsibility:** Public Services Department

**Program 2.3:**

Reevaluate and update the parkland to population ratio in 1990 to ensure conformance with park standards.

**Responsibility:** Public Services Department



## Parks and Recreation Policies

### Program 2.4:

Pursue Federal Land and Water Conservation Act and other grant funds to match land development monies available through the City's Capital Improvement Program and Park Land Dedication Fees.

Responsibility: Public Services Department

### Program 2.5:

Support proposed State Park, Recreational and Historical Facilities bond acts in order to obtain possible monies for city park programs.

Responsibility: Public Services Department

### Program 2.6:

Consider a city-wide Bond Issue for purchase of selected parkland.

Responsibility: City Manager's Office

### Policy 3:

Consider acquiring surplus school playfields and recreation facilities as schools close and develop these sites as permanent recreation facilities for local residents.

### Program 3.1:

Develop a priority list of desirable school sites for acquisition.

Responsibility: Community Development Department and Public Services Department

### Program 3.2:

Maintain regular contact with School Districts to assess acquisition potential of school sites.

Responsibility: Community Development Department, Public Services Department and City Manager's Office

Policy 4:

Consider the acquisition of additional lands for parks (those not identified on Figure 5-3) as the opportunity arises.

Policy 5:

Expand the City's comprehensive system of trails to link residential areas with parks, schools, open space, shopping and various public facilities.

Policy 6:

Develop city-owned recreation facilities, including gymnasiums.

Program 4.1:

Maintain a priority list for development of park land banks, (including small parks in the downtown area), and open space activity areas and systematically include them in the Capital Improvement Program. (Refer to pocket park discussion in the City Design Subelement).

Responsibility: Public Services Department

Program 5.1:

Require developers to provide easements through a project for trail access to open space or park facilities.

Responsibility: Community Development Department and Public Services Department

Program 5.2:

Utilize rights-of way for recreational trails and linkages to community facilities where feasible.

Responsibility: Community Development Department and Public Services Department

Program 5.3:

Continue to implement the trail standards and action program in cooperation with the East Bay Regional Park District and the East Bay Area Trails Council.

Responsibility: Public Services Department

Program 6.1:

Work with the school districts and other agencies to develop additional needed community gymnasium space.

Responsibility: City Manager's Office, City Council, Community Development and Public Services Departments

Policy 7:

Maintain the adopted park and recreation facilities standards in Tables 5-7 and 5-8.

Policy 8:

Provide recreational programs for all age groups in the community.

Policy 9:

Maintain the Lindsay Museum as a living natural history museum.

Program 7.1:

Implement an on-going review program for the Park and Recreation Facilities Standards.

Responsibility: Public Services Department

Program 8.1:

Continue to operate and consider expanding programs offered through the Leisure Services Division.

Responsibility: Public Services Department, Leisure Services Division

Program 8.2:

Develop a priority list of recreation programs with attention directed to the needs of Walnut Creek youth.

Responsibility: Public Services Department, Leisure Services Division

Program 8.3:

Examine the need to expand the recreation programs for Walnut Creek's elderly population.

Responsibility: Public Services Department, Leisure Services Division

Program 9.1:

Continue to facilitate the site location process and consider funding which would perpetuate the museum's operation.

Responsibility: Community Development Department and Public Services Department



**Policy 10:**

Encourage the preservation and utilization of the Borges Ranch as a living history museum and the preservation and utilization of the Shadelands Historical Museum.

**Program 10.1:**

Coordinate and assist with the Walnut Creek Open Space Foundation, Walnut Creek Historical Society and other volunteer organizations to offer historical programs at these two museums.

**Responsibility:** Public Services  
Department

## PARKS AND RECREATION SUBELEMENT - BACKGROUND

### A. EXISTING FACILITIES AND PROGRAMS - PARKS

Walnut Creek's public recreation areas can be divided into six main categories: (1) citywide parks; (2) community parks; (3) neighborhood parks; (4) special use areas and facilities; (5) open space; and (6) trails. Open space is discussed in the Conservation and Open Space Subelement. A summary of existing park facilities and the function of each follows: (see Figure 5-3)

1. Citywide Parks. These parks are designed to serve all residents of the City. Heather Farm Park, a 100-acre site, currently serves as the core of Walnut Creek's park and recreational system. The park is heavily used though not completely developed. Heather Farm Park provides facilities of citywide significance: two lakes, an equestrian arena, a garden center and an Olympic size pool. It also provides facilities traditionally found in large parks: ballfields, tennis courts and a community center as well as passive landscaped areas. The master plan for this park will be reviewed and revised in 1989.
2. Community Parks. Community parks are intended to provide much of the needed intensive recreational facilities generated by the neighborhoods surrounding them. In Walnut Creek there are three developed and two land bank community parks plus the playfields at the two high schools. The parks are located in the City center and in each of the City's four quadrants.
  - a. Civic Park. This 16-acre site, located in the downtown area, includes a community center building, senior citizen center, the Civic Arts workshops, two tennis courts and a children's play area. Walnut Creek flows along the easterly edge of the site adding to the park's natural beauty. This park provides passive and active recreation opportunities for workers as well as residents in the area. The master plan will be revised and forwarded to the City Council in 1989.
  - b. Larkey Park. This 14-acre site in northwest Walnut Creek is one of the few parks in Walnut Creek that is almost fully developed. The Lindsay Museum and model railroad buildings, which attract people from near and far, are headquartered in the park. The swimming pool, tennis courts and large passive picnic areas are heavily used. The master plan for this park is completed.
  - c. Rudgear Park. The master plan for this 16 acre park is finished although facilities improvements are only partially completed. The park provides City and non-city residents in the southeast Walnut Creek area with tennis courts, picnic areas, children's play areas, a soccer and baseball field, basketball court and a staging area for one of the area's main hiking and riding trails.

- d. Arbolado Park. This 27-acre site in northeast Walnut Creek, currently in land bank status, is in the active planning stages and is expected to be developed and open for use during the time frame of this plan. The master plan was revised in 1989. This park is currently planned to provide basketball and tennis courts, picnic areas, a children's play area and an athletic field as well as a passive orchard.
  - e. Tice Valley Park. This 21-acre land bank site is intended to serve residents in the southwest area of the City. Site master planning will be developed in 1990-1992. Recently 4.5 acres of this park were acquired from the Walnut Creek School District upon closure of the Tice Valley Elementary School. This area is about three blocks from the land bank portion of the park and will provide the active sports portion of the complex. Site master planning will be developed in 1989-1990.
  - f. Northgate and Las Lomas High Schools. Ten acres at each of these facilities are counted as community parks. They provide facilities such as ball fields, tracks, basketball and tennis courts. Both master plans have been completed and implemented.
3. Neighborhood Parks. As their name implies, these are small parks intended to serve a local area. Also included in this category are elementary and intermediate school playgrounds. Walnut Creek's seven neighborhood park sites, including elementary or intermediate school facilities, are described below.
- a. Diablo Shadows Park. This three-acre park is located on Diablo Shadows Drive in the easterly portion of Ygnacio Valley. It is located on the PG&E Trail and is in close proximity to the Lime Ridge-Shell Ridge Trail and Lime Ridge Open Space. It is primarily used for picnicking and children's play area. The master plan has been completed and implemented.
  - b. San Miguel Park. San Miguel Park lies on the edge of the San Miguel subdivision, located on San Jose Court in northeast Walnut Creek. The four-acre, gently sloping site is used for picnicking and other passive recreational activities while also providing two tennis courts. The Briones-Mt. Diablo Regional Trail and the Ygnacio Canal Trail adjoin the park. The park's master plan has been completed and implemented.
  - c. Pine Creek Park and Greenway. This is a seven and one half acre site located east of Castle Rock Road, adjacent to Pine Creek. Although basically unimproved and considered a land bank, the site provides for passive recreational uses and the greenway serves as a major trail to nearby schools, Northgate Neighborhood Park



and Shell Ridge open space. Directly south of the park is the Flood Control District's Pine Creek Detention Basin. There is no master plan for this park as it is an open space area with a passive use.

- d. Northgate Park. This four-acre park is bordered by the Northgate High and Castle Rock Elementary Schools' playfields. The entire complex provides a variety of sports and recreational facilities for residents in southeast Ygnacio Valley. The park's master plan has been completed and implemented.
  - e. Walden Park. Walden Park is a six-acre undeveloped park site in land bank status on the east side of Oak Road adjacent to the Contra Costa Canal. The park's master plan will be developed in 1989. The park will serve the surrounding multi-family area. It is adjacent to the Contra Costa Canal Trail and the future north-south railroad right-of-way trail. (The Iron Horse Trail)
  - f. Valle Verde Park. This small four-acre park is adjacent to the Valle Verde Elementary School. Together with the school playground, it provides neighborhood recreation facilities for the Woodlands area in the northeastern corner of the City. The master plan is completed and implemented.
  - g. El Divisidero Park. Most recently a part of the San Miguel Elementary School, this small three-acre park was acquired by the City from the Mt. Diablo School District upon their closure of the school. It provides soccer and baseball fields for the neighborhood. The park's master plan will be developed in 1989-1990.
4. School Facilities. The City has worked with the school districts to develop a policy which permits public use of school recreation areas when they are not in school use. In general, the school/park concept has been successful. Because of past financial difficulties, sparked by Proposition 13, some districts may want to sell their properties. It is the City's policy to consider purchasing those portions of the school properties used for recreational purposes. (See Policy 3)

The following elementary and intermediate school sites supplement the City's neighborhood park system: Foothill, Walnut Acres, Valle Verde, Castle Rock, Bancroft, Buena Vista, Parkmead, Walnut Heights, Indian Valley, Murwood and Walnut Creek. Only one half of these school playfields are counted toward meeting the City's park standard (5 acres/1000 population), since much of the time facilities are in school use and are unavailable to the public.

5. Special Use Areas and Facilities

Presently the City has five special use areas/facilities:

Howe-Homestead Park. The 6.5-acre site is located on Walnut Boulevard between Homestead Avenue and Walker Avenue. The on-site residence is used as a headquarters for an ecosystem conservation program that provides educational information to the community. The master plan for this park is completed and implemented.

Shadelands Museum. The 2.68 Shadelands Museum site is a registered historical landmark located on Ygnacio Valley Road near Via Monte. The structure is used by the Walnut Creek Historical Society for its headquarters and provides historical and educational information for the community. Improvements to the site will continue to maintain the property in a functioning state. The park's master plan is being developed.

Municipal Golf Course. This 160 acre, 18 hole full play facility together with restaurant is located at the Boundary Oak Golf Club at the end of Valle Vista Road. The course's master plan is completed and implemented.

Lar Rieu. The ten-acre Lar Rieu estate is located on El Camino Corto near Oak Knoll Loop and is maintained in a life estate as a land bank. No master plan has been developed due to the status of the property. The deed for the property has restrictions that prohibit the use of the land for active sports purposes. It currently includes rolling orchards and a house which could someday serve as a community center or some similar use.

Tice Valley Community Center. This 12 acre site is located at the closed Del Valle High School and includes a gymnasium, activity rooms and open space. Sketch plans have been developed for remodeling the gymnasium in 1990.

6. Programs

Leisure Services, a division under the Public Services Department, offers a wide range of programs and classes for community residents. Programs include children's classes, adult and teen programs, seminars, adult and youth sports, and senior adult programs and classes. These activities are offered at the following facilities: Civic Park Community Center, Heather Farms Community Center (including Clarke Swim Center), Larkey Park Swim Center and the Lindsay Museum.

7. Private Recreation Facilities

Many private recreation facilities serve Walnut Creek neighborhoods including swim and tennis clubs. A golf course and other recreation facilities serve residents inside Rossmoor's gates. Another private golf facility which is open to the public operates in the Marchbanks area, off of Ygnacio Valley Road.

B. NEEDS ASSESSMENT AND FUTURE FACILITIES- PARKS

Standards

As of 1988, the Walnut Creek planning area had a total of 339.7 acres of parkland (see Tables 5-5 and 5-6 and Figure 5-3). Based on the adopted park standard of five acres per 1000 people and a 1988 population of approximately 63,000, Walnut Creek currently exceeds the standard by 24.7 acres. In order to meet the demands for the year 2005, 65.3 additional acres are needed (see Table 5-6). A total of 45 acres are proposed for acquisition and another 19 acres of activity areas could be developed within the open space. Together this will meet the future demand for parkland in Walnut Creek. This standard is also discussed in the Growth Management Subelement of the Community Development Element.

Other park standards and recreation facilities standards have been approved by the City Council based on Park and Recreation Commission recommendations and an analysis of other Community and National Standards. They are shown in Tables 5-7 and 5-8. These standards are being met except for a few categories. They will be evaluated against existing conditions on a regular basis through the Public Services Department.

To help meet City requirements, the need for new facilities has been listed below by planning area (see Figure 5-5). These areas were previously developed for park planning purposes only and do not correspond to the neighborhood areas discussed in the Community Development Element. Due to the fact there is very little land suitable for park purposes remaining within the Walnut Creek planning area, some of the additional park acres identified will have to be provided by using designated activity areas in the open space preserves and adjacent regional park.

1. Citywide

The City has one public gymnasium at the former Del Valle High School site and very limited use of the gymnasiums at Northgate and Las Lomas High Schools and Walnut Creek Intermediate. In order to provide a full range of recreational services to its citizens, the City needs to work with the school districts and other agencies to provide an additional multi-purpose gymnasium facility.



2. Downtown Core

Walnut Creek's downtown has developed into a subregional office and commercial center. In addition, most of the City's high density residential is located within the Core Area boundaries.

Office workers' recreational needs are partially met through the provision of landscaped plazas which create pleasant outdoor spaces for eating and relaxing. Civic Park offers two tennis courts and nearby neighborhoods offer paths for walking or running. Several private athletic clubs are also located in the area.

The recreational needs of Core Area apartment dwellers are partially met through on-site recreational facilities. A need still remains for baseball diamonds and large open play fields. Because a substantial number of the City's elderly population live downtown, there is a special need for facilities which provide opportunities for senior citizens.

Several small park sites exist or are planned in the Core Area (see Figure 2-3). They provide a respite from the more urban spaces of the Core. These park sites include:

- a. Liberty Bell Plaza at South Broadway and Mt. Diablo Boulevard.
- b. A two-acre neighborhood park planned for the Alma Avenue area near Olympic and California Boulevards.

Unless buildings are removed from Civic Park and activity areas are developed in their place, it will be difficult for the City to provide more large active play areas downtown. The City is undertaking a downtown revitalization study which, among other things, will examine locations for future downtown parks. These are most likely to be vest pocket parks for pedestrian use, such as the one at Liberty Bell Plaza.

3. Southeast Area

The southeast portion of Walnut Creek contains low density, single family homes intermittently mingled with apartment complexes, some narrow two-lane streets and an occasional horse-grazing pasture. For the most part, this area is now completely built out except for the Post property. Development of this property and the Bogue Ranch will increase pressure for certain recreational facilities.

Jurisdiction over this area is currently divided between the City and Contra Costa County. Analysis of the area indicates that additional recreational acres will be needed. Due to the lack of available land for a typical park site, these additional acres will have to be provided in the Sugarloaf and Shell Ridge open space preserves. Rudgear community park and development of the Sugarloaf ranger station will help fulfill recreation needs.

4. Southwest Area

Most of the southwest planning area is located within the Rossmoor community. As part of that master plan, a wide variety of on-site recreational facilities have been provided. The Tice Valley and Saranap neighborhoods which span the space between Rossmoor and the freeways have no public park facilities. The closure and sale of the Del Valle High School has resulted in the loss of a swimming pool and playing fields.

Full development and activation of the Tice Valley Community Park land bank may fulfill the recreational requirement for the southwest area, although the active sports portion of this park may have to be expanded.

5. Northwest Area

This area lies northeast of Acalanes Ridge and is primarily a residential district with a combination of old and new dwelling units including townhouses, single family homes and apartments. Except for the recent Skymont development, the Acalanes area is the only area of Walnut Creek that currently has park facilities that approximate the needs of the surrounding neighborhoods. Buena Vista school provides neighborhood park facilities in the older portion of the area. Larkey Community Park, which provides for active recreational needs, has recently been expanded.

The entire block (bounded by Buena Vista, Larkey Lane and First and Second Avenues) should eventually be acquired for park purposes. An additional neighborhood park is also required in the northwest area. If this park is to be provided, it will have to be accommodated in the Acalanes Ridge Open Space Preserve since there are no vacant parcels suitable for development as a neighborhood park.

6. North Ygnacio Valley

The north Ygnacio Valley population is divided among single family home dwellers and higher density condominium and apartment projects. Some recreational needs of the area are met by recreational facilities provided through private swim clubs or apartment complexes. Additional recreation is available at school sites and Heather Farm Park which was recently expanded with the acquisition of the 10 acre school district property. Heather Farm is a center of community activity and civic pride due to its variety of facilities and programs, including international swim meets.



An additional neighborhood park is needed to serve the rapidly developing multi-family area just south of the Pleasant Hill BART Station. There are no existing school or park sites within 1.5 miles of this area. This need will be met by development of the Walden Park land bank. In addition, residents in the area can access the Shell Ridge Open Space Preserve to enjoy passive recreation activities.

#### 7. South Ygnacio Valley Area

Land usage in the south Ygnacio Valley area is predominantly single family homes. Demand is heavy for intensely developed recreational facilities in this family oriented district. School parks, Heather Farm Park, the old Borges Ranch, Shadelands and the smaller neighborhood park sites absorb some of these needs. Development of the Indian Valley activity area in accordance with the approved master plan and activation of the Lar Rieu neighborhood park when available, will fulfill the recreational requirements for the south Ygnacio Valley area. Development of the 27 acre Arbolado Community Park and development of Castle Rock Park as part of the East Bay Regional Park District Diablo Foothills Regional Park will also provide substantial recreation opportunities.

#### Summary

Table 5-9 is a summary of required new active park areas. The development of these areas will help the City achieve its park acreage requirement for the Year 2005.

#### C. EXISTING FACILITIES AND FUTURE NEEDS- TRAILS

Trails serve as recreational corridors and are intended for use by walkers, joggers, hikers and equestrians. They provide non-motorized access between neighborhoods, open space, park areas, shopping areas and community and regional facilities. Within open space lands, trails are planned to take advantage of existing fire roads, scenic lands and vistas.

The General Plan includes pedestrian, equestrian and bicycle trails. Bicycle trails are discussed further in the Transportation Element. Many overlaps exist between the different types and uses of trail routes; however, requirements for each type do vary. Many of the routes shown on the plan map (Figure 5-4) are designated as regional trails, either by the East Bay Regional Park District or Contra Costa County. Many of the City's local trails serve as feeders to these systems.

Walnut Creek and its neighboring cities are some of the most desired communities for horseback riders and outdoor enthusiasts. The number of pleasure horses in Contra Costa County is one of the largest of any county in the State of California. Numerous horsemen's associations exist, many of which sponsor horse shows, parades and competitions of all kinds.



As a result of rapid growth in the Walnut Creek area, the amount of open land for horse riding, hiking and grazing has decreased. The semi-rural neighborhoods of Walnut Creek that house much of the horse population have been split into several isolated pockets. Access is needed by equestrians to the open areas as well as between equestrian oriented neighborhoods and facilities.

### Trail Routes

Local trails are needed in Walnut Creek to (1) connect with regional trails; (2) connect with open space; (3) provide access to and from neighborhoods, and community facilities; and (4) provide access to and from equestrian facilities and areas (see Figure 5-4).

The following major multi-use trails and needs have been identified in the Walnut Creek Planning Area:

1. North-South Railroad Trail ("Iron Horse Trail")

This trail, which runs along the Southern Pacific right-of-way, is a portion of the regional trails system connecting the Walnut Creek area with cities to the north and south. It connects to the Pleasant Hill BART Station, the Contra Costa Canal and Briones-Mt. Diablo Regional, Sugarloaf-Shell Ridge and Las Trampas-Mt. Diablo Regional Trails, all of which link major open areas throughout central Contra Costa County. It provides an off-street route on the eastern edge of downtown Walnut Creek. This trail is currently in the planning stage.

2. Briones-Mt. Diablo Regional Trail

The Walnut Creek section extends from Pleasant Hill Road to the Shell Ridge Open Space, traversing Acalanes Ridge through the Skymont area, portions of the Mokelumne Aqueduct, Contra Costa Canal, Ygnacio Loop Canal, the La Casa Via area and Shell Ridge Open Space. This trail is operated and maintained by the East Bay Regional Park District. It is available for equestrians and pedestrians throughout, with bicycle use from the east side of Acalanes Ridge to the Shell Ridge entrance.

3. Mokelumne Aqueduct Trail

This trail runs from Acalanes Ridge to Oak Park Boulevard along the East Bay Municipal Utilities District right-of-way and has bicycle use throughout. It is in operation from Acalanes Ridge to Geary Road as part of the Briones-Mt. Diablo Regional Trail. Development of the Geary Road-Oak Park Boulevard section is being held in abeyance pending flood control planning.

4. Sugarloaf-Shell Ridge Trail

This trail connects with the North-South Railroad Trail in the vicinity of Rudgear Road and generally follows the PG&E power line from Sugarloaf to Rudgear Community Park. It then continues through the Rudgear development to Shell Ridge where it connects with the Briones-Mt. Diablo and Lime Ridge-Shell Ridge Trails. This operational trail offers equestrian and pedestrian use throughout with bicycle use from Sugarloaf to the Shell Ridge entrance.

5. Lime Ridge-Shell Ridge Trail

This operational bicycle and pedestrian route follows the Ygnacio Loop Canal from Citrus Avenue behind the Woodlands area to Arbolado Park, then continues via Doncaster Drive to Northgate Road, Trails End Drive, the Pine Creek Detention Basin, Castlerock Road, Comistas Drive and Hanna Grove Trail to the Shell Ridge Open Space entrance. The not yet completed equestrian route passes entirely through Lime Ridge Open Space to Arbolado Park, the Williams Road area to Northgate Road and Trails End Drive where it joins with the bicycle/pedestrian route. The trail connects with the Briones-Mt. Diablo and Sugarloaf-Shell Ridge Trails on Shell Ridge.

6. Foothill School-Lime Ridge Trail

This trail is a spur of the Lime Ridge-Shell Ridge Trail. This bicycle and pedestrian route follows the PG&E power line to the Thurman G. Casey Library and Foothill Intermediate School.

7. Contra Costa Canal Regional Trail

The Walnut Creek section from Pleasant Hill to Concord extends from Putnam Road to Citrus Avenue. The trail has bicycle, pedestrian, and equestrian use throughout. This trail is operated and maintained by the East Bay Regional Park District.

8. Canal Loop Trail

This operational trail connects Lime and Shell Ridges, Heather Farm, Arbolado and San Miguel Parks via the Ygnacio Loop Canal. It has bicycle and pedestrian use throughout.

9. Acalanes Ridge Trail

This pedestrian and equestrian trail generally follows Acalanes Ridge from the Summit Ridge-Skymont area to Oakvale Road. In the future it will connect the two Acalanes Ridge open space areas and the Briones-Mt. Diablo Regional trail. Right-of-way must be acquired to connect the two areas.

10. Las Trampas Ridge Trail

A major portion of this future pedestrian/equestrian trail encompasses land owned by Rossmoor. It links with the Lafayette-Moraga Regional Trail to the north as well as the proposed Las Trampas-Mt. Diablo Regional Trail to the south of Walnut Creek.

11. State Riding and Hiking Trail

This trail connects with the Contra Costa Canal Regional Trail and Lime Ridge-Shell Ridge Trail at Citrus Avenue. It then crosses Lime Ridge and Clayton Valley to Clayton and Mt. Diablo State Park. This pedestrian/equestrian trail is operated and maintained by the East Bay Regional Park District.

12. Walnut Heights-Heather Farm Trail

This trail extends from Sutherland Drive across Shell Ridge Open Space to La Casa Via and the Briones-Mt. Diablo Trail to Heather Farm Park. It provides a direct route from southeast Walnut Creek to Heather Farm. This is a planned future pedestrian and bicycle trail.

NEEDS ASSESSMENT

In order to complete the trail program, several rights-of way must be obtained. In addition, other actions need to be taken to complete many of the trails. The rights-of-way and actions are contained in Table 5-10.



Table 5-4  
Park Standards

|  |                               |
|--|-------------------------------|
| Citywide and community parks<br>(including high school parks)                            | 2.5 acres/1000 population     |
| Neighborhood parks (including<br>intermediate and elementary<br>school, and special use) | 2.5 acres/1000 population     |
| Combined park Requirement  | <hr/> 5 acres/1000 population |

Table 5-5

Current Parkland Ratio  
(Year 1988 and a population of 63,000)

|  | <u>No.</u> | <u>Acres</u> |
|--|------------|--------------|
| Citywide and Community Parks (active)          | 6          | 166*         |
| Citywide and Community Parks (landbank)        | 2          | 48.0         |
| Neighborhood and Special Use Parks (active)    | 18         | 71.2         |
| Neighborhood and Special Use Parks (land bank) | 3          | 23.5         |
| Developed Open Space Activity Areas            | 2          | 17.0         |
| Undeveloped Open Space Activity Areas          | 2          | 14.0         |
| Total Acreage                                  |            | <u>339.7</u> |
| Park Standard (5/1000 x 63,000)                |            | 315.0        |
| Acreage excess                                 |            | <u>24.7</u>  |

Table 5-6

Future Parkland Ratio  
(Year 2005 and a population of 81,000)

|  | <u>No.</u> | <u>Acres</u> |
|--|------------|--------------|
| Citywide and Community Parks (active)          | 8          | 214.0*       |
| Citywide and Community Parks (land bank)       | 0          | 0.0          |
| Neighborhood and Special Use Parks (active)    | 20         | 84.7         |
| Neighborhood and Special Use Parks (land bank) | 1          | 10.0         |
| Developed Open Space Activity Areas            | 4          | 31.0         |
| Potential Parks                                | 6          | 45.0         |
| Potential Open Space Activity Areas            | 2          | 19.0         |
| Total acreage                                  |            | <u>403.7</u> |
| Park Standard (5/1000 x 81,000)                |            | 405.0        |
| Acreage Deficiency                             |            | <u>1.3</u>   |

\* Excludes 160 acre golf course. Although certainly recreational, because of its unique and limited use it is not counted toward fulfilling park standards.

Table 5-7

Park Standards for the City of Walnut Creek

- A. A total of 5 acres of usable and developed park land per 1000 population (further discussed in the Growth Management Program).
  - 1. School playfields are given half credit since only approximately 1/2 of their usable time is available for public use.
- B. Emphasis for acquisition and development and inclusion of special facilities should be located at community and major parks.
- C. Neighborhood centers should include the following: (2.5 ac. if adjacent to school site, or 5 to 10 ac. if separate)

1st priority-

- 1. Open playfield 2 to 5 acres
- 2. Play apparatus area
- 3. Park-like landscape area
- 4. Multi-game court area
- 5. Sanitation facilities (minimum)

2nd priority-

- 1. Small pool (42' x 75', shallow water)
- 2. Recreation room (20' x 30' minimum)
- 3. Tennis courts (1 or 2)
- 4. Parking (10 or 20 cars)
- 5. Picnic-outdoor classroom

- D. Community Parks (10 ac. minimum if adjacent to school site, or 20 ac. if separate)

1st priority-

- |   | <u>Minimum</u> |
|---|----------------|
| 1. Park-like passive activities               | 3 ac.          |
| 2. Sport fields (softball, soccer, football)  | 3 ac.          |
| 3. Children's apparatus areas                 | 1/2 ac.        |
| 4. Special use facilities (3 or more)         | 3              |
| a. Swim center                                |                |
| b. Tennis courts (min. of 4 courts)           |                |
| c. Recreation building (min. of 2000 sq. ft.) |                |
| d. Interpretive center                        |                |
| e. Lighted ball field                         |                |
| f. Large group picnic area                    |                |
| g. Etc.                                       |                |
| 5. Parking                                    |                |
| 6. Rest rooms                                 |                |



Table 5-8

City of Walnut Creek Recreation Facilities Standards

| <u>Facility</u>                        | <u>Standard</u>                                |
|--|--|
| Swim pool                              | 450 sq. ft. of water space per 1000 population |
| Tennis courts                          | 1 court per 2,000 persons                      |
| Gymnasium                              | 1 gym per 20,000                               |
| Recreation Ball Fields (unlighted)     | 1 field per 3,000 persons                      |
| Recreation Ball Fields (lighted)       | 1 field per 10,000 persons                     |
| Community centers & recreation centers | 1 per 15-20,000, min. of 8,000 sq.ft.          |
| Historical museum                      | 1 per city, 8-10,000 sq. ft.                   |
| Picnic Facilities                      | 1 table-unit per 500 persons                   |
| Horseshoe pits                         | 1 per 5,000 persons                            |
| Handball courts                        | 1 per 10,000 persons                           |
| Lawnbowling, Bocci ball, etc.          | 1 per 20,000 persons                           |
| Children's play apparatus area         | 1 ac. per 10,000 persons                       |
| Junior Museum                          | 1 per city (10,000 sq. ft.)                    |
| Animal Farm (2 ac.)                    | 1 per city                                     |
| Archery Field Court                    | 1 per city                                     |
| Model Airplane Center                  | 1 per city (3 ac. site)                        |
| Youth Mini-Bike Park                   | 1 per 10,000 (5 ac. site)                      |
| Turf Playfield (multi-sports)          | 2.5 ac./1,000 persons                          |
| Major Sport Complexes:                 |  |
| a. Football                            | 1 per 20,000 persons                           |
| b. Baseball                            | 1 per 20,000 persons                           |
| c. Soccer                              | 1 per 20,000 persons                           |

(School recreation-athletic facilities to receive 1/2 credit)

Table 5-9

Required New Active Park Areas

| <u>CITY WIDE</u>                                    | <u>Acres</u> |
|---|--------------|
| Castle Rock Park Development *                      | 30           |
| <u>COMMUNITY PARKS</u>                              |              |
| Arbolado Community Park Development                 | 26           |
| Tice Valley Community Park Development              | 21           |
| Shell Ridge Indian Valley Activity Area Development | 4            |
| Lime Ridge Activity Area Development                | 10           |
| <u>NEIGHBORHOOD PARKS</u>                           |              |
| Walden Park Development                             | 6            |
| Northwest Area Neighborhood Park Development        | 10           |
| Alma Avenue   | 2            |
| <u>SPECIAL USE AREAS</u>                            |              |
| Lar Rieu Neighborhood Park Development              | 10           |
| TOTAL   | 119          |

\* Under East Bay Regional Park District jurisdiction

Table 5-10

Trail Needs Assessment

| <u>Trail</u>  | <u>Need</u>  |
|---|--|
| Lime Ridge-Shell Ridge Trail                              | Equestrian portions east of Citrus Avenue and south of Arbolado Park to Trails End Drive   |
| Sugarloaf-Shell Ridge Trail                               | Use of Freeway 680 right-of-way for connector to abandoned railroad  |
| Tice Valley Community Park                                | Connector between the two separated sections of the park   |
| Las Trampas Ridge Trail                                   | Olympic Boulevard-Tice Valley Boulevard linkage to Lafayette-Moraga Regional Trail and Tice Valley Community Park  |
| Walnut Heights-Heather Farm and Briones-Mt. Diablo Trails | Bicycle trail across Shell Ridge from Sutherland Drive to and including La Casa Via.   |
| Acalanes Ridge Trail                                      | Connector between the two existing portions, Secluded Valley to Bacon Way  |
| Southern Shell Ridge Entrance                             | Miranda Avenue into Shell Ridge open space   |
| Mokelumne Aqueduct Trail                                  | Use of the Mokelumne Aqueduct right-of-way from Geary Road to Oak Park Boulevard   |
| Foothill-Lime Ridge Trail                                 | Use of the PG&E right-of-way from Oak Grove Road to Foothill School  |
| Northgate Trail   | Pedestrian, equestrian and bicycle trail across Pine Creek Detention Basin and spoils site from Trails End Drive to Northgate entrance to Mt. Diablo State Park. |



Parks and Recreation  
Background

Iron Horse Trail  
(Southern Pacific ROW)

Use of abandoned north-south  
railroad right-of-way from Pleasant  
Hill BART Station to Rudgear Road.  
Completion of the Walnut Creek  
section of the Iron Horse Trail  
(Concord-Alameda County line).

# PARKS AND RECREATION

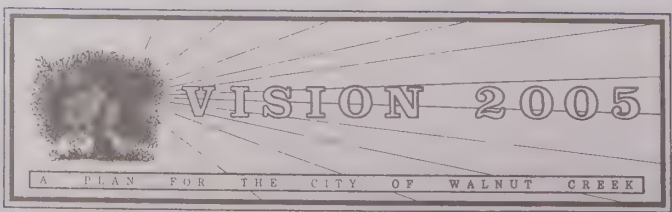
- EXISTING PARKS
- EXISTING RECREATION AREAS
- POTENTIAL PARKS

## EXISTING

- 1 Larkey Community Park
- 2 Walden Neighborhood Park (land bank)
- 3 Buena Vista School
- 4 Walnut Creek Intermediate School
- 5 Civic Park
- 6 Private Golf Course
- 7 Heather Farm City-wide Park
- 8 San Miguel Neighborhood Park
- 9 El Divisadero Neighborhood Park
- 10 Valle Verde Neighborhood Park
- 11 Valle Verde School
- 12 Shadelands (special use)
- 13 Diablo Shadows Neighborhood Park
- 14 City of Walnut Creek Municipal Golf Course
- 15 Foothill Intermediate School
- 16 Walnut Acres Elementary School
- 17 Arbolado Community Park
- 18 Northgate High School
- 19 Northgate Neighborhood Park
- 20 Palm Walk
- 21 Pine Creek Neighborhood Park (landbank)
- 22 Howe-Homestead Park (special use)
- 23 Indian Valley School
- 24 Walnut Heights School
- 25 Parkmead Intermediate School
- 26 Las Lomas High School
- 27 Larieu Neighborhood Park (land bank)
- 28 Tice Valley Community Park (land bank)
- 29 Tice Valley Neighborhood Park
- 30 Rudgear Community Park
- 31 Castlerock Elementary School
- 32 Tice Valley Community Center
- 33 Bancroft Elementary School
- 34 Murwood Elementary School

## PROPOSED

- A Seven Hills Ranch
- B Alma Avenue
- C Rossmoor 'Globe' Site
- D Thomas and Whatford Properties
- E Larkey Park Block
- F Locust Street Park







# TRAILS

## EXISTING:

- PEDESTRIAN AND EQUESTRIAN
- - - - - PEDESTRIAN
- · · · · EQUESTRIAN

## PROPOSED:

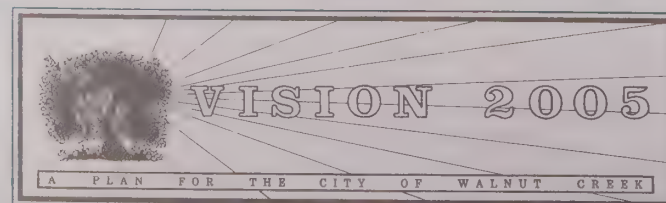
- PEDESTRIAN AND EQUESTRIAN
- - - - - PEDESTRIAN
- · · · · EQUESTRIAN

## EXISTING

- 1 Kovar Trail
- 2 Summit Ridge Trail
- 3 Lone Oak Trail
- 4 Fossil Hill Trail
- 5 Briones/Mt. Diablo Trail
- 6 Bramhall Trail
- 7 Hammil Trail
- 8 Deer Lake Trail
- 9 Upper Buck Trail
- 10 Costanoan Trail
- 11 Lime Ridge/Shell Ridge Trail
- 12 Hanna Grove Trail
- 13 Flat Top Trail
- 14 Borges Ranch Trail
- 15 Twin Ponds Trail
- 16 Sugarloaf/Shell Ridge Trail
- 17 Joaquin Ranch Trail
- 18 Franco Ranch Trail
- 19 Hazard Hill Trail
- 20 Ygnacio Canal Trail
- 21 P.G.&E. Trail
- 22 Tice Valley Park Trail
- 23 Acalanes Ridge Trail
- 24 Contra Costa Canal Trail
- 25 Mokelumne Aqueduct Trail
- 26 State Riding and Hiking Trail
- 27 Sugarloaf Trail

## PROPOSED

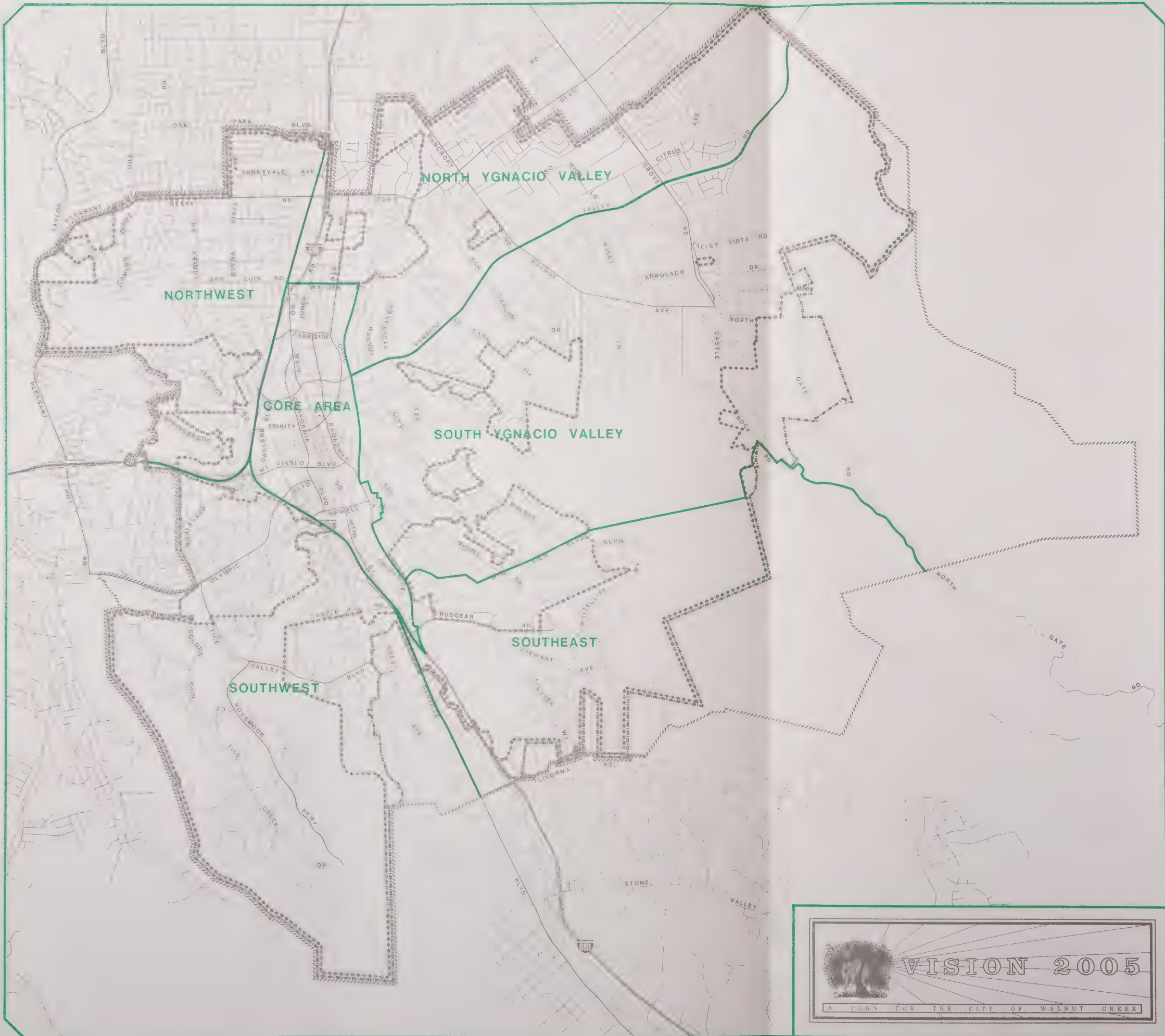
- A Northgate Trail
- B Pine Creek Trail
- C Las Trampas Ridge Trail
- D Iron Horse Trail
- E Acalanes Ridge Trail
- F Mokelumne Aqueduct Trail
- G Lime Ridge/Shell Ridge Trail







# PARK PLANNING AREAS

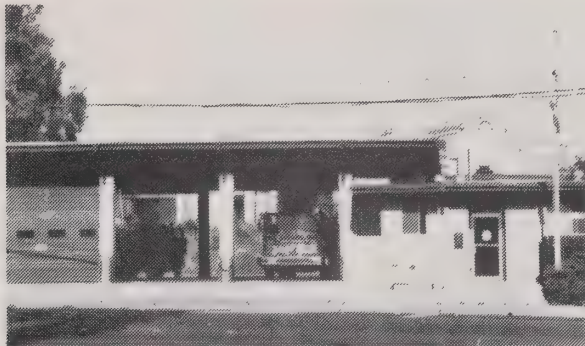








John Muir Medical Center



Consolidated Fire District Station,  
Civic Drive



Treat Boulevard noise barrier wall

## **CHAPTER 6**

# **Public Safety Element**

This element addresses ways to reduce the community's exposure to natural and man-made hazards. Such hazards include seismic events, fires, floods, and hazardous materials. The element also addresses community noise and how to maintain acceptable levels throughout the City.

There are two subelements:

- Safety
- Community Noise







## SAFETY SUBELEMENT - POLICIES

The Walnut Creek Planning Area is located in one of the most seismically active areas of the world (see Figure 6-1). Over forty earthquakes with magnitude 5.0 or greater have occurred in the Bay Area in the past 150 years. This geographic setting renders the City susceptible to a variety of seismic hazards including landslides, fault displacement, ground shaking, and liquefaction. Fires, hazardous materials, and flood hazards are also present in the planning area to some degree, yet in no case is the hazard imminent or extreme.

Walnut Creek is a maturing community that is rapidly approaching buildout. Due to this progressed state of development, danger from hazards is not expected to significantly rise above current levels. The General Plan stresses prevention as the most effective strategy for reducing possible injuries, loss of life, property damage, and economic and social dislocation resulting from major hazards. Through mitigation and conscientious land-use planning techniques, hazards and their related risks can be kept to a minimum.

The goals and policies in this subelement are directed toward:

- . Directing development away from potentially hazardous areas.
- . Reducing risk to existing residents.

**GOAL 1:** To protect the community from injury, loss of life, property damage, and economic and social dislocation resulting from natural and other hazards.

**Policy 1:**  
Minimize the risk of property damage and personal injury due to seismic hazards

**Program 1.1:**  
Review all projects against the Hazards Map (Figure 6-2), and the ABAG Ground Shaking and Damage Potential maps and determine the need for geotechnical analysis. (Both maps available from the City Community Development Department.)  
**Responsibility:** Community Development Department

**Program 1.2:**

Continue to require geotechnical reports by a state registered geologist for development proposals on sites in seismically-hazardous areas (refer to Figure 6-2). These reports should include evaluation and recommendations to mitigate the effects of fault displacement, ground shaking, sliding, liquefaction, expansive soils, and subsidence and settlement.

**Responsibility:** Community  
Development Department

**Program 1.3:**

Prohibit construction of very critical, high priority, commercial and high density residential buildings and any other structure where the occupants would be exposed to significant hazards in Active Fault Displacement Study Areas, wildland fire areas and high slide risk areas.

**Responsibility:** Community  
Development Department

**Program 1.4:**

Continue to require, as conditions of project approval, appropriate development and building standards which minimize the risks associated with relevant geologic hazards.

**Responsibility:** Community  
Development Department

**Program 1.5:**

Continue to review, update, and implement the City's "Civil Defense and Disaster Operation Plan."

**Responsibility:** City Manager's  
Office, Community Development  
Department, Police Department

**Program 1.6:**

Continue to implement public awareness programs to educate the community on seismic hazards and preparedness procedures.

**Responsibility:** Public Information  
Office

Policy 2:

Minimize the risk of property damage and personal injury resulting from slope instability.

Policy 3:

Minimize the risk of property damage and personal injury due to flooding.

Policy 4:

Minimize the risk of property damage and personal injury resulting from structural and grassland fires.

Program 1.7:

Continue to periodically review existing critical, high priority, and high use buildings to ensure structural compliance with safety standards.

Responsibility: Community  
Development Department

Program 2.1:

Continue to assign low intensity uses such as low density residential, open space and agriculture to areas with severe sliding and soil conditions.

Responsibility: Community  
Development Department

Program 2.2:

Continue to enforce slope development standards and erosion control practices for projects in potentially hazardous slope zones through the City's Grading Ordinance and Hillside Planned Development requirements.

Responsibility: Community  
Development Department

Program 3.1:

Continue to enforce the City's Flood Control Ordinance.

Responsibility: Community  
Development Department

Program 3.2:

Continue working with the County Flood Control District to provide mitigation for flooding problems.

Responsibility: Community  
Development Department

Program 4.1:

Continue to work with the Contra Costa Consolidated Fire District on a regular basis to evaluate development proposals and to enforce the fire code in existing buildings.

Responsibility: Community  
Development Department



Program 4.2:

Maintain a fire control system that minimizes the damaging effects of grazing on open space lands.

Responsibility: Contra Costa County Fire District, Public Services Department

Program 4.3:

Require fire-resistant landscaping, building materials and greenbelt zones for developments on the periphery of fire hazard areas.

Responsibility: Community Development Department

Program 4.4:

Develop a comprehensive sprinkler control ordinance.

Responsibility: Community Development Department

Policy 5:

Minimize the risk of property damage and personal injury resulting from the production, use, storage, disposal and transporting of hazardous materials and waste.

Program 5.1:

Continue to regulate hazardous materials under the California Administrative Code Title 19 requirements.

Responsibility: Community Development Department

Program 5.2:

Consider incorporating into the General Plan appropriate sections of the County's Hazardous Waste Management Plan that address hazardous waste issues which are of concern to Walnut Creek.

Responsibility: Community Development Department

## SAFETY SUBELEMENT - BACKGROUND

### A. GENERAL GEOLOGY

Mt. Diablo and its extending series of pristine ridges create an impressive backdrop for the City of Walnut Creek. This East Bay community is concentrated in an urban core area which developed on the flat alluvial plain of Walnut Creek and its tributaries. Residential neighborhoods spread outward from the core to fill the Ygnacio Valley to the east and the Tice Valley to the southwest. Slopes approaching 60% are found within the four open space ridge areas, with steeper slopes occurring in the Lime Ridge Zone to the northeast.

The Walnut Creek Planning Area is comprised of three main geological units. The alluvial flat plains (less than 3 million years old) are composed of gravels, sands, silts and clays derived from rocks either upstream, upslope or beneath older deposits. These areas are more susceptible to ground shaking motion due to their unconsolidated nature. Sedimentary rock units (3 to 70 million years old) occur in the hilly areas of Rossmoor, Acalanes Ridge and Shell Ridge. These rocks are primarily sandstones with smaller amounts of conglomerates, tuffs, shales and siltstones. The Lime Ridge Zone (70 to 180 million years old) is comprised of shales, although Franciscan formation rocks of varying types, diabase and serpentine also occur at the eastern border of the area.

Landslides, erosion and expansive soil hazards pose significant constraints to development in the Planning Area. Hillside soils range in erosion potential from low to high and are especially prone to landslides when combined with steep slopes. Soils within these areas are typically clayey and usually contain a moderate to high shrink-swell potential. Runoff varies from low to high. Much of the flatland areas contain loamy soil or silty clay loam derived from alluvial fans and terraces. Much of this ground is level so that the possibility of landslides or mudslides is minimized; however shrink-swell potential exists in much of this area.

Figure 6-2 shows environmental hazards within the Planning Area. Most of the areas with unstable conditions are designated as open space on the land use map (Figure 2-1). Some exceptions to this include the Newhall site in north-eastern Walnut Creek, Rancho Paraiso on the City's eastern periphery and two partially developed areas - Rossmoor and La Casa Via.

Further information on specific soil types in the Planning Area can be found in the Soil Conservation Service 1977 Soil Survey of Contra Costa County, available in the Community Development Department.

## B. SEISMIC AND OTHER HAZARDS

Although no major earthquakes have occurred in Walnut Creek, several minor earthquakes have rumbled through the Walnut Creek Planning area. These earthquakes and their associated impacts are attributed to the active Concord Fault System located to the east along Lime Ridge, and the potentially active Calaveras Fault System located to the west (see Figures 6-1 and 6-2). Fault locations are approximate in some areas due to the difficulty and cost involved in conducting further studies; however, a Special Studies Zone (under the Alquist-Priolo Act) for the Concord Fault System has been mapped by the State Geologist as part of the State Geological Hazards Zones Act. The location of the Concord fault line as shown on Figure 6-2 is generalized from the Special Studies Zone. However, the boundaries of the Special Studies Zone is accurately drawn to scale and can be used to specifically determine whether a project is located within the zone. The location of the Calaveras fault line is based on a tectonic model and not on actual field investigations.

The Alquist-Priolo Special Studies Zone Act of 1972 dictates that no development can occur within 50 feet of an active fault due to the potential for underlying active branches of the fault. This 50 foot setback is intended to represent a minimum criteria only and the City could require larger setbacks. If no evidence of a fault trace can be found after geotechnical studies are performed by a state registered geologist, development can occur if the site is found to be appropriate for the project. Several residential projects in Walnut Creek have been developed in the Concord Fault Special Studies Zone through this process.

Seismic hazards can be classified as primary and secondary. Primary hazards are a direct result of an earthquake and include surface rupture, groundshaking and tsunamis (tidal waves). Walnut Creek is not located along an ocean shoreline and so tsunamis are not a threat. Waves within a confined basin, or "seiche", could occur in Lake Lakewood, Heather Farm ponds or the open space stock ponds; however, the impacts would be minor. Landslides and liquefaction are secondary hazards which result from the effects of groundshaking on existing geologic instabilities (see Figure 6-2).

### 1. Surface Rupture

Fault displacement or movement resulting in surface rupture can be horizontal, vertical or a combination of the two. Faults can be the result of repeated rock displacement which may have taken place suddenly or by slow creep.

Studies done for Contra Costa County's Seismic Safety Element show that in the County the Calaveras Fault has experienced surface rupture while the Concord Fault has experienced creep in the past. Horizontal or vertical movement could occur within Walnut Creek along either the Calaveras or Concord Fault systems.



2. Groundshaking

Groundshaking, a potential hazard throughout the Planning Area, is a result of an underground earth movement or earthquake. Factors such as the size and location of the earthquake, the height, design, and type of structures and the local soil conditions all contribute to the severity of this primary hazard. Groundshaking in turn can lead to landsliding, liquefaction, subsidence and settlement. Its effects are related to the thickness of the alluvium.

The Association of Bay Area Governments, in conjunction with the U.S. Geological Survey, has generated a series of maps which depict ground shaking intensity and risk of shaking damage to buildings from earthquakes on Bay Area faults. These maps will be consulted during the project review process and are available in the Community Development Department.

3. Landsliding

Landsliding is an erosional process involving the sudden downhill movement of a mass of soil and rock. Earthquakes can trigger slides by inducing liquefaction or by causing failures in slopes already near the limit of stability. The City consists mainly of developed flatlands, surrounded by undeveloped ridges. Most slopes range from 0-5% while the remaining area is fairly evenly divided among the 6-15%, 15-25% and 26% and over slope categories. Slide hazards are concentrated in the ridge areas, including Shell Ridge, Lime Ridge, Acalanes Ridge and Sugarloaf Hill. The Lime Ridge area, due to the nature of the rock and the steepness of the slopes, has relatively higher landslide risk than the other hillside areas. The main areas of concern where some development could occur are in the Rossmoor area and on the Newhall and Rancho Paraiso properties. (see Figure 6-2)

#### 4. Liquefaction

Liquefaction is triggered by a vibrational disturbance of the soil, such as that generated by earthquake shaking. This geologic hazard occurs when loose, wet, granular soils such as sand and silts become strained due to the shear stresses produced by the seismic waves. If the soil is saturated and the pore water is unable to drain, the particles become suspended in the water, lose their bonding ability and temporarily enter a liquid or "quicksand" state.

Liquefaction can generate sliding on extremely low-angle slopes (less than 5%) and cause settlement or the lateral spreading of level ground. These conditions can cause foundation materials to lose their strength.

Liquefaction potential for the Walnut Creek Planning Area was derived from several assumptions since precise information exists on a project-specific basis only. The 1971 General Plan combined groundwater assumptions with sediment deposition assumptions to derive liquefaction areas (see Figure 6-2). It reasoned that since the seasonal high ground water table is less than 15 feet from the surface in the valley areas, all valley deposits are assumed to be saturated within 40 feet on the surface. Sediment deposition was interpreted on a project-specific basis to derive areas of loose sand and silt.

A large portion of the soils are prone to liquefaction in the central corridor of the City, starting in the Treat Boulevard/Bancroft area and extending south along Walnut Creek, San Ramon Creek and Tice Creek. There is also an area of potential liquefaction in the Geary Road/Buena Vista Avenue area. These areas are essentially built out but there are a few remaining vacant parcels.

#### 5. Differential Subsidence and Settlement

Subsidence is characterized as a downward movement of soil caused by a shift in underlying sediments. Differential settlement occurs when one portion of land subsides to a greater extent or at a faster rate than an adjacent portion of land. Structural damage can occur as a result, especially in areas which straddle differential settlement zones.

Both hazards can occur in poorly consolidated soils (those prone to liquefaction and lateral spreading) during earthquake shaking or over time. The potential for this occurring in Walnut Creek is mainly along the Calaveras and Concord Fault systems.

## C. SEISMIC EFFECTS ON STRUCTURES AND FACILITIES

### 1. Structures

Earthquake intensity, soil characteristics and construction and condition of buildings all contribute to the severity of damage. If existing land use patterns are superimposed on the various risk areas it is evident that risk areas are, in general, being avoided.

The Unreinforced Masonry Law passed by the State Legislature in 1986 (SB 547) requires all cities and counties in Seismic Zone 4 to identify potentially hazardous unreinforced masonry buildings. The City Building Department will have a complete list of unreinforced masonry buildings by the January 1, 1990 deadline and will be implementing an inspection and reinforcement program to mitigate any hazards. This study will include critical- emergency buildings, high-priority buildings and potentially hazardous buildings.

All critical emergency buildings (hospitals, fire stations and administration headquarters) were recently constructed within the last 37 years (since 1952) and none are located on known faults or in slide risk areas. Several buildings including the Civic and Whyte Park fire stations, the Department of Motor Vehicles and Kaiser Hospital are located in areas with liquefaction potential.

High priority buildings (theaters, public buildings, schools and limited care facilities) are mostly of recent construction and are also one story. Many are wood frame buildings which are least susceptible to damage from ground shaking. Eleven of these buildings are in potential liquefaction areas including the Lindsay Museum, the Main Post Office, the Park and Recreation Building, the Downtown Library, three schools and four convalescent hospitals. The Walnut Creek Golf Course Club house is in the Concord Fault Special Studies Zone.

The majority of high-use buildings (commercial buildings, large apartment buildings of 50 or more units and churches) are of recent construction. Few are in the potentially active Calaveras Fault System; however, most of these buildings are located in potential liquefaction areas, especially those located in the southern business district and near the Walnut Creek channel.

The small apartment complexes, duplexes and residences of Walnut Creek are largely one to two story wood frame buildings which have high survivability in an earthquake.



## 2. Facilities

### a. Major Transportation Routes

Ygnacio Valley Road crosses the active Concord Fault at the base of Lime Ridge; therefore, significant displacement on this fault in this area could interfere with road access to and from Clayton. The major intersection between Highway 680 and Highway 24, near the BART tracks, is partially on the Franklin branch of the potentially active Calaveras Fault System. Although actual fault displacement is unlikely at this location, settlement along this zone of weakness could contribute to damage. This would make those regions in the far western portions of the Planning Area more dependent on Lafayette than Walnut Creek for emergency aid and temporary access.

Most major roads in Walnut Creek are relatively free from landslide problems. Exceptions to this are Ygnacio Valley Road where it crosses Lime Ridge, Highway 24 and the BART tracks where they enter the western boundary of the planning area, and the segment of Tice Valley Road south of Olympic Boulevard and northeast of Rossmoor.

Although regions of possible liquefaction potential are relatively small, they are located in crucial areas. Those roads in the central business district south of Ygnacio Valley Road, including the intersection of South Main Street with Highway 680, might sustain some damage as a result of a quake.

Evacuation routes have been included in the Multi-Hazard Functional Plan which is a component of the City's Civil Defense and Disaster Operation Plan. The Civil Defense and Disaster Operation Plan is coordinated with and reviewed and adopted by the County Office of Emergency Services. The Functional Plan has been submitted to the State Office of Emergency Services but has not yet been approved. All roads within the City have been built in compliance with Cal Trans standards to ensure proper road widths in case of an emergency.

### b. Fuel Lines

Southern Pacific Pipelines Inc. operates a refined petroleum product pipeline which runs along the Southern Pacific Railroad right-of-way. Although this line runs through areas of liquefaction potential, problems are detectable and can be rapidly controlled due to the leak detection equipment at the Southern Pacific Pipeline's pumping station in Concord.

c. Canals, Pipelines, and Reservoirs

Seismic damage could occur to the main Contra Costa and Ygnacio Canals as they both carry untreated water across the Concord Fault. A major earthquake would probably rupture the two treated water pipelines which also cross the fault. The EBMUD Mokelumne Aqueduct could also be threatened by possible slide risk areas in the Calaveras Fault Zone and the Concord Fault Zone.

d. Telephone and Power Lines

Damage to the telephone center located in the downtown area on California Boulevard and Lacassie Avenue could occur although the equipment is built to earthquake standards. Two main power lines pass in an east-west direction, one in northern Walnut Creek and the other in the southern portion. Both are susceptible to damage as they cross the Calaveras Fault system, areas of possible liquefaction potential, high slide risk areas and the Concord Fault.

D. FLOODING

The City of Walnut Creek occupies the southern portion of the broad Walnut Creek Valley. The City lies astride the confluence of Walnut Creek and its principal tributaries - San Ramon and Las Trampas Creeks. The Walnut Creek basin drains the central region of Contra Costa County northward to Suisun Bay. While the upper reaches of the tributaries draining the City lie in steep, narrow valleys, the lower reaches and Walnut Creek itself lie on a broad, flat alluvial plain on which most of the City is built. Elevations vary from 1,600 feet on the Las Trampas ridge in the southwest to 100 feet on Walnut Creek where it leaves the City on the north.

Flooding in Walnut Creek is caused primarily by winter rains and the inadequate capacity of the natural or seminatural channels. The greatest flood damage was caused by the flood of March and April 1958, when 42.8 inches of rainfall was recorded during an eight-day period.

Areas of the City severely damaged by floods in the past include those adjacent to Walnut, Las Trampas and San Ramon Creeks, particularly the downtown business district located at the confluence of the three creeks (see Figure 6-3). More recent damage from floods has occurred along several of the smaller streams, particularly Tice and Homestead Creeks. The Walnut Boulevard area of Homestead Creek flooded in January 1982.

While the flood-control capacity of the major hydraulic structures is usually adequate, effectiveness is reduced by high-water levels in the downstream channels. This is particularly true of the Capwell Culvert within the Core Area. While the culvert has nominal capacity to carry approximately the 100-year flood, high tailwater conditions in the natural channel, opposite the City park, back up water in the culvert and reduces its capacity. This results in large overflows from San Ramon Creek that must pass through the



business district before returning to the channel near the City park. When the San Ramon By-Pass project is completed, this situation will be reevaluated by the Federal Emergency Management Agency (FEMA) and possible modifications will be made to the 100 year flood plain boundaries.

FEMA has prepared Flood Insurance Rate Maps and Flood Boundary and Floodway Maps for the City which depict the areas affected by flooding. The one hundred year flood plains are concentrated in the Core Area while other one hundred year flood plains are located in the Walnut Boulevard/Sierra Lane, Castle Hill/Lancaster Road areas. These maps are current as of May 1, 1985 and are available for public inspection in the Community Development Department.

Flooding activity in the City is continuously monitored by the City Engineering Division. The City Engineer periodically suggests revisions to the flood insurance rate maps as drainage improvements are constructed and when new flooding areas are identified.

## E. WILDLAND AND URBAN FIRES

### 1. Wildland Fires

Walnut Creek is surrounded by approximately 2400 acres of undeveloped hillsides designated as open space. These wildland areas create a need for fire prevention and safety measures because they pose a potential fire hazard to adjacent developments.

Several factors contribute to creating different levels of fire hazard. These fire hazard determinants include fuel (in the form of vegetation or man-made structures), topography and weather conditions. The Contra Costa Consolidated Fire District also takes access and acreage into consideration.

Fuel loads are classified as light, intermediate and high. Grassland, considered to be in the light fuel loading classification, is the predominate form of vegetation in all of the City's open space areas. Grazing further reduces grassland fire hazard by lowering both the live fuels and forage levels. Scattered throughout the open space are oak woodland and oak savannah areas which have an intermediate fuel load classification. The Lime Ridge area is unique in that it contains high fire hazard chaparral vegetation.

Slope steepness contributes to the degree of fire hazard by inhibiting access to fire areas. Slopes approach 60% in the hillside areas of Rossmoor, Shell Ridge, Lime Ridge, Acalanes Ridge and Sugarloaf Hill. These grades fall into the midrange of hazard by the State Division of Forestry. Lime Ridge poses more of a hazard than other areas due to the occurrence of vertical chaparral covered slopes.



Climate influences fire hazard through varying levels of moisture and temperature. Walnut Creek enjoys a mild Mediterranean climate most of the year. During a small number of summer days however, fire hazard is elevated with high temperatures (in the 100's), low humidity and hot, dry, north or east winds. Walnut Creek is susceptible to an annual average of 1-9.5 days of "extreme" fire hazard giving it a fire weather rating of Class II, on a scale of I to III with III being the highest (see Table 6-1).

It is the Walnut Creek Park and Open Space Division's responsibility to maintain the hillside fire trail network. The Contra Costa Consolidated Fire District actually maintains the trails on a cooperative basis. Annual grading in the spring ensures adequate fire trail conditions in the summer. Part of the City's open space obligation is to supplement the Fire District's efforts by providing firebreaks, discing around residential areas and selective herbicide spraying. Responding to fire calls in unincorporated wildland areas is the State's responsibility; however, the Contra Costa Consolidated Fire District is usually the first agency to respond to a wildland fire in the Walnut Creek area.

Three hillside areas with fire hazard potential - Shell Ridge, Lime Ridge and Las Trampas Ridge - lie above the 450 foot water service level of EBMUD and above the 215 foot service elevation of the Contra Costa County Water District. Fire hazard to existing and future development on the periphery of these areas is amplified due to the lack of adequate water pressure and supply. Areas of concern within the Walnut Creek Planning Area include the Walnut Creek Municipal Golf Course and surrounding areas, and homes in the southeast Ygnacio Valley near the ends of Snyder Lane and Hutchinson Road and in the vicinity of Northgate Road.

## 2. Urban Fires

The risk of structural fires within the City is minimal due to adequate existing and potential fire fighting resources, the relatively new condition of structures and building code requirements.

Fire hydrant coverage and emergency access are generally good in most areas. Buildings comply with the City's fire code and the Fire Department implements a continuous building inspection program. Neighborhoods in the Northgate/Castle Rock Road area experience somewhat slower response times; however, this situation will be remedied with the addition of a fire station in the area (Station #7 on Figure 2-13). The area of Tice Valley and Rossmoor Parkway will also be serviced more efficiently after the re-location of Station #3.

The main concern in the unincorporated portion of the Planning Area is the Northgate/Castle Rock Road area where fire hydrants are infrequent and water supply is limited due to a lack of facilities. Almost all areas of the City are within 1.5 miles of a station when distance is measured directly on the roadways.

## F. HAZARDOUS MATERIALS

### 1. Hazardous Materials

Hazardous materials include industrial wastes, pesticides, herbicides, radioactive wastes, infectious wastes and combustible fuels such as gasoline. Although Walnut Creek has limited exposure to hazardous materials, the potential for an accidental or threatened release remains due to the presence of these materials. No "high-risk" sites exist within the Planning Area but several institutional and auto service areas exist in appropriately zoned sites. These types of businesses commonly use such materials as gasoline and gases. Commonly used hazardous wastes such as paint thinner and anti-freeze are also used by households throughout the City.

The passage of new Federal [SARA Regulations (1986), Title 3 Requirements] and State Regulations [Waters Bill (1985,1987), Title 19 Requirements] mandate strict hazardous material control by mid 1989. Federal requirements are more involved than the State's regulations; however, the County Environmental Health Department is developing a Regional Plan and will strive for State compliance by January 1, 1990.

The County's Hazardous Material Area Plan (required by the California State Office of Emergency Services under Title 19, Article 3) requires businesses which store hazardous materials on their property to file a Business, Data Management and Inspection Plan with the County Environmental Health Department. The plan must identify the hazardous materials on the site and must delineate employee evacuation, maintenance training and precautionary steps to prevent release and procedures for handling.

The Fire District enforces these State regulations on a contract basis with the Contra Costa County Environmental Health Department. Once the plan is approved, the Fire Department validates the plan and keeps the site on record. Businesses are also required to submit annual updates of their program. As of August 1988, 101 businesses with Walnut Creek addresses had filed plans.

Hazardous materials are usually transported along Interstate 680, Highway 24 or Ygnacio Valley Road. The transport of these materials is currently unrestricted in the Walnut Creek Planning Area.

In incorporated and unincorporated areas, the police agencies are responsible for hazardous material scene command including initial response, rescue and clean-up contact. In the event of a spill or leakage the incident commander will notify other agencies (and the public if necessary), establish safety boundaries and coordinate clean-up measures. The Fire Department will coordinate rescue, minor containment, fire control and preliminary product identification activities.

The County or its appointee (usually the State Highway Patrol), is the responsible agency in the unincorporated areas. The responsible agency having jurisdiction on Interstate 680 and Highway 24 is the State Highway Patrol. In the event an incident occurred on either freeway in Walnut Creek, it would be the Highway Patrol's duty to undertake scene management and isolation, evacuation, communications and public information. Site clean up cost is incurred by the property owner while roadway clean up cost is the responsibility of the offending party. In the event the responsible party is unknown, unwilling to accept responsibility or is not conducting an adequate clean up, the Health Services Department will assume mitigation and clean up responsibilities.

2. Hazardous Waste

Hazardous waste is a subset of hazardous materials and is subject to another form of control, the County Hazardous Waste Management Plan. Contra Costa County is one of the largest generators of hazardous waste in the State.

Hazardous waste is not generated in large amounts in Walnut Creek and a waste disposal facility is not likely to be sited in the City. However, a concern exists due to the transportation of hazardous waste along the I-680/Highway 24 corridor.

AB 2948 (Tanner, 1986) requires counties to prepare a hazardous waste management plan which cities must adopt and incorporate into their planning process within 180 days of State Department of Health Services approval. The County's Hazardous Waste Management Plan will be incorporated into this subelement once the County's Plan is finalized and approved by the State.



Table 6-1

# **FIRE HAZARD SEVERITY SCALE**

CRITICAL FIRE WEATHER  
FREQUENCY ►














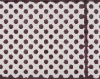

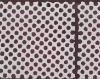











I

II

III

FUEL LOADING ▼

**LIGHT**  
(Grass)  
**MEDIUM**  
(Chapparral)  
**HEAVY**  
(Woodland)

| % SLOPE   |   |   | % SLOPE   |  |   | % SLOPE   |   |   |
|---|---|---|---|--|---|---|---|---|
| 0-30  | 31-50   | 51+   | 0-30  | 31-50  | 51+   | 0-30  | 31-50   | 51+   |
|  |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |



**Moderate  
Hazard**



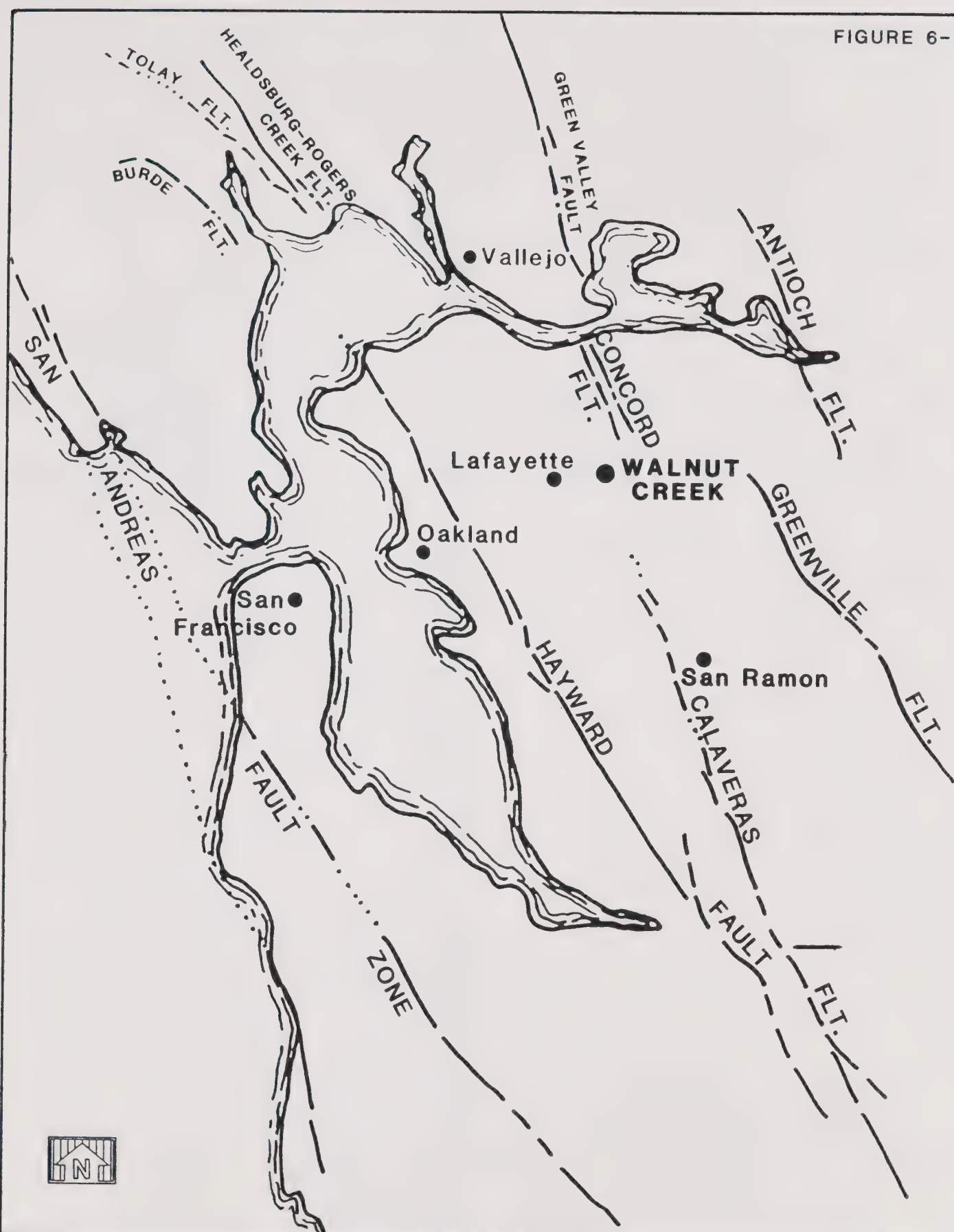
**High  
Hazard**



**Extreme  
Hazard**

SOURCE: State of California, The Resources Agency, Department of Conservation, Division of Forestry, A Fire Hazard Severity Classification System for California's Wildlands, April 1973, p. 20.

FIGURE 6-1



## REGIONAL FAULTS

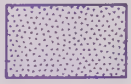



(see Environmental Hazards map for further details)





FIGURE 6-2

# ENVIRONMENTAL HAZARDS

-  LIQUEFACTION
-  SLIDE AREAS
-  ALQUIST-PRIOLO  
FAULT ZONE
-  FAULT LINE  
(see text for additional  
discussion of faults)



**SOURCES:**  
Division of Mines & Geology -  
Walnut Creek & Clayton  
quadrants; July 1, 1974.  
U.S.G.S. Preliminary Geologic Map  
of the Walnut Creek quadrant -  
Thomas Dibblee; 1980.







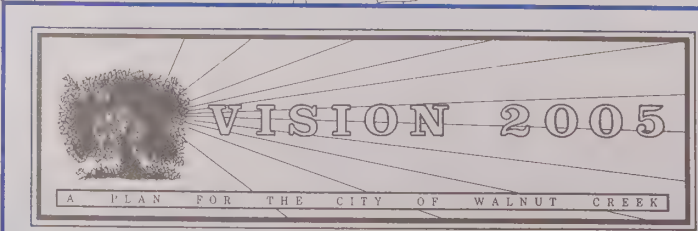
FIGURE 6-3

# FLOOD ZONES

 100-YEAR FLOOD ZONE



SOURCE:  
Federal Emergency  
Management Agency







## COMMUNITY NOISE SUBELEMENT - POLICIES

This subelement has been prepared in accordance with the requirements for noise elements (Section 65302(F) of the California Government Code). The law requires that a noise element consider noise generated from a number of different sources including local streets, highways, rapid transit systems, aviation operations, industrial areas, and other ground stationary sources.

Noise is most commonly defined as unwanted sound. Most sounds we hear are a combination of different pitches and intensities which combine to create what we perceive as a single sound. The effects of noise on people can be grouped into three general categories: 1) subjective (annoyance); 2) interference (broken sleep, unable to hear a person talking); and 3) physiological (being startled, loss of hearing). Some people are extremely sensitive to any noise not of their own making (about 10% of the population), others (about 25% of the population) can tolerate very high levels of noise. Noise abatement is directed toward the remaining 65% of people who are not overly sensitive or insensitive to noise.

The major noise sources in Walnut Creek are Interstate 680, State Route 24, BART and traffic on the local street network. There are no quantified significant stationary noise sources such as an industrial plant, and noise from aviation operations is only significant near the John Muir helipad.

The goals and policies in this subelement are directed toward:

- . ensuring compatibility of new development with existing and future noise environments;
- . avoiding uses which would increase existing noise levels above acceptable levels; and
- . reducing noise to acceptable levels where it now exceeds those standards.

There are several tools contained in the subelement to assist planners in evaluating noise impacts:

1. Policies which stipulate acceptable noise standards and the allowable increment in noise generated by a development.
2. Noise and Land Use Compatibility Guidelines which indicate which land uses are compatible with certain noise levels (see Table 6-2).
3. A table showing typical sounds of common noise environments (see Table 6-3).
4. Two tables showing existing (1988) and future (Year 2005) noise contours on selected roadway segments (see Table 6-4 and 6-5).

5. Future noise contours to estimate noise levels for new projects (see Fig. 6-4).
6. Six case study areas for which the noise environment suitability for single and multi-family development was evaluated.

**GOAL:** To provide an acceptable noise environment for existing and future residents in Walnut Creek.

**Policy 1:**

Maintain a standard of Ldn 60 dB (day/night average noise level) for outdoor noise and Ldn 45 dB for indoor noise for all new residential development.

**Program 1.1:**

Review all project proposals for compliance with the Noise and Land Use Compatibility Guidelines (See Table 6-2).

Responsibility: Community Development Department

**Program 1.2:**

Require an acoustical study for all new residential projects with a future Ldn noise exposure of 60 dB or greater as shown on the City's Noise Exposure map (see Figure 6-4 and Table 6-5).

The study shall describe how the project will comply with the Noise and Land Use Compatibility Guidelines.

Responsibility: Community Development Department

**Program 1.3:**

Require acoustical studies for other projects if there are questions regarding noise and land use compatibility.

Responsibility: Community Development Department

**Program 1.4:**

Require post construction testing and sign off by an acoustical engineer for residential projects exposed to an Ldn in excess of 65dB to assure compliance with the Noise and Land Use Compatibility Guidelines.

Responsibility: Community Development Department



Policy 2:

Protect the noise environment in existing residential areas.

Program 2.1:

Require the evaluation of mitigation measures for projects that would cause the following criteria to be exceeded or would generate noise which could cause significant adverse community response:

- o Cause the Ldn in existing residential areas to increase by 3 dB or more and exceed an Ldn of 60 dB.
- o Cause the Ldn in existing residential areas to increase by 3 dB or more if the Ldn currently exceeds 60 dB.

Note: a 3 dB increase would result if traffic increased by 100% over existing levels.

It is recognized that there are locations where the outdoor criteria of an Ldn of 60 dB cannot be reasonably and feasibly achieved. These situations will be evaluated on a case by case basis to determine the appropriate level of mitigation.

Responsibility: Community Development Department

Program 2.2:

Develop a quantitative noise ordinance to address noise generating activities which create nuisances for neighbors, including garbage truck pickups.

Responsibility: Community  
Development Department

Program 2.3:

Consider the development of a citywide noise ordinance.

Responsibility: Community  
Development Department

Policy 3:

Strive to reduce traffic noise levels in existing residential areas.

Program 3.1:

Evaluate the feasibility of adopting and implementing a Traffic Noise Barrier Installation Program.

Responsibility: Community  
Development Department

Program 3.2:

Continue to restrict truck traffic to designated routes.

Responsibility: Police Department

Program 3.3:

Periodically update and distribute maps of approved truck routes to City traffic officers.

Responsibility: Community  
Development Department

## COMMUNITY NOISE SUBELEMENT - BACKGROUND

### A. LEGAL REQUIREMENTS

Section 65302 (F) of the California Government Code requires that general plans in the State of California contain:

"... a Noise Element which shall identify and appraise noise problems in the community. The Noise Element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:

1. Highways and freeways;
2. Primary arterials and major local streets;
3. Passenger and freight on-line railroad operations and ground rapid transit systems;
4. Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation;
5. Local industrial plans including, but not limited to railroad classification yards; and
6. Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

The law requires that noise contours be shown for all these sources and stated in terms of community noise equivalent level (CNEL) or day-night average noise level (Ldn). The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified in the preceding paragraph.

The noise contours shall be used as a guide for establishing land use patterns in the land use element that minimize the exposure of community residents to excessive noise. The noise element shall also include implementation measures and solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the State's "Noise Insulation Standards."



## B. WHAT IS NOISE AND HOW IS IT MEASURED

Noise is defined as unwanted sound. Most of the sounds which we hear in the environment do not consist of a single frequency, but rather a broad band of frequencies, with each frequency differing in sound level. The intensities of each frequency add together to generate a sound.

The method commonly used to quantify environmental sounds consists of evaluating all of the frequencies of a sound in accordance with a weighting system because human hearing is less sensitive at low and extremely high frequencies than in the mid-range frequency. This system is called "A" weighting, and the decibel level is called the A-weighted sound level (dBA). In practice, the level of a sound source is conveniently measured using a sound level meter that includes an electrical filter corresponding to the A-weighting curve. Typical A-levels measured in the environment and in industry are shown in Table 6-4.

Although the A-weighted noise level may adequately indicate the level of environmental noise at any instant in time, community noise levels vary continuously. Most environmental noise is composed of noise from distant sources which create a relatively steady background noise in which no particular source is identifiable. In addition to distance, time also affects the intensity of sound. To describe the time-varying character of environmental noise, the statistical noise descriptors L10, L50, and L90 are commonly used. They are the A-weighted noise levels equaled or exceeded during 10%, 50%, and 90% of a stated time period. A single number descriptor called the Leq is also widely used. The Leq is the average A-weighted noise level during a stated period of time.

In determining the daily level of environmental noise, it is important to account for the difference in response of people to daytime and nighttime noises. During the nighttime, exterior background noises are generally lower than the daytime levels. However, most household noise also decreases at night and exterior noise becomes more noticeable. Further, most people sleep at night and are sensitive to noise intrusion. To account for human sensitivity to nighttime noise levels the Ldn descriptor (day/night average sound level) was developed. To calculate the Ldn, the day is divided into a daytime period (7:00 am to 10:00 pm) and a nighttime period (10:00 pm to 7:00 am). The hourly Leq's for each hour of the day are then combined on an energy basis (after 10 dB has been added to the Leq for each of the nighttime hours) and averaged to arrive at the Ldn. The 10 dB "penalty" is applied to account for the increased sensitivity most of us have to noises which occur at night.

The other commonly used noise descriptor is CNEL (Community Noise Equivalent Level). This descriptor is calculated the same way as Ldn but an additional "penalty" of five decibels is added to noise levels that occur between the hours of 7 and 10 p.m. Because the value of the two descriptors (Ldn and CNEL) is generally within one decibel of each other, the industry standard is moving back to using the less complicated Ldn. For this reason Ldn is used in the Walnut Creek Noise Element.

## C. THE EFFECTS OF NOISE ON PEOPLE

### 1. Perception of Noise

About 10 percent of the population is so sensitive to noise that they object to any noise not of their own making. Thus, some complaints occur even in the most quiet environments. Another sizable portion of the population (about 25 percent), however, does not react or complain even in very severe noise exposures. In any given noise exposure, therefore, one should expect a variety of reactions from the people exposed, ranging from serious annoyance to no awareness. Noise abatement efforts do not affect the reactions of people who are either ultrasensitive or insensitive to noise; noise control is most beneficial to the middle two-thirds of the population.

Generally people respond to changes in noise levels as follows:

- a. An increase or decrease of only 1 dB in A-level cannot be perceived, except in carefully controlled laboratory experiments.
- b. A 3 dB increase or decrease in A-level is considered a just noticeable difference.
- c. An increase or decrease in A-level of at least 5 dB is required before any noticeable change in community response would be expected.
- d. A 10 dB increase in A-level is subjectively heard as a doubling in loudness, and would almost certainly cause adverse community response. Conversely, a 10 dB decrease in A-level is subjectively heard as a halving in loudness and represents a significant improvement in a noise environment.

From the above discussion it can be inferred that a reduction in noise levels from 5 to 10 dBA (decibel, A-weighted) is necessary to appease complaints.

It has also been found that people in different types of neighborhoods have different reactions to noise. For a given noise level, increase instances of annoyance, disturbance and complaint will be greatest for rural areas, followed by suburban/urban residential, commercial, and industrial areas in decreasing order. Similarly, a given noise will be more disturbing to people at night than during the day. Seasonal variations in noise perception have also been noted; noise is more disturbing in summer than in winter.



## 2. Interference with Speech Communication

People generally have the ability to hear and distinguish one sound from a background of sounds. For example, one can hear the telephone ringing over a background of music and conversation. However, this ability has definite limitations. Unwanted sound can interfere with the perception of desired sounds or signals; this interference is called "masking." Masking can render a sound or a signal inaudible or unrecognizable. Masking becomes a serious problem when background noise interferes with perception of speech. Accurate speech communication is crucial to formal education, occupational efficiency, family relationships, and the overall quality of human life. This function may be lost or severely diminished in noisy situations.

Background noise that interferes with speech can adversely affect the development of social and working relationships in adults. In language studies, people have been found to vary their voice levels and distance in accordance with the level of background noise, physical convenience, and cultural standard. Person-to-person distances of less than 4-1/2 feet tend to be reserved for confidential or personal conversations, usually with a lowered voice, while distances greater than about 5 feet are usually associated with public messages delivered with a raised voice. Therefore, levels of background noise requiring the distance between talker and listener to be less than 4 feet may discourage communication among and be upsetting to persons not intimately associated. Similarly, there will be reluctance to raise the voice level to deliver a personal message, even if this is necessary for speech intelligibility.

Face-to-face personal conversations at the usual distance of about 5 feet can proceed in A-weighted noise levels as high as 66 dB. In many conversations involving groups of people, distances between speaker and listener of 5 to 12 feet are common, and the level of the background noise should be less than 50-60 dB. At public meetings or outdoors in parks, yards or playgrounds, where distances between talker and listener range from 12 to 30 feet, the A-weighted level of background noise should be kept below 45-55 dB, if practical speech communication is to be possible.

## 3. Interference with Sleep

Sleep is a complicated series of states, generally following similar patterns in people of all ages. The amount of time spent in the different states which comprise a night of sleep vary from the drowsy/awake state to the deep sleep state and back again. It has been widely observed that sound can interfere with any of sleep's stages and that people can acclimate themselves to certain noises and sleep through them. It is also possible that unfamiliar environmental sounds disturb sleep. For example, a rural person may have difficulty sleeping in a noisy urban area while an urban person sleeping in a rural area may be disturbed by the soft nighttime sounds of the countryside.



Intermittent noises of sufficient intensity alter the normal pattern of sleep, usually in the direction of lighter sleep. Long-term sleep disturbances by noise produces a "poor" sleep pattern with long periods of light sleep and frequent awakenings. Sleep is essential to normal functioning while awake, but loss of normal sleep has not been shown to cause adverse physical health effects. Most people can eventually adjust to a disturbed sleep pattern and compensate by spending more time in deep sleep, becoming less responsive to external stimuli, or by napping.

No range of noise levels has been established as the minimum range at which sleep disturbance occurs. As a person experiences the deepening stages of sleep, the threshold of noise perception becomes higher. For instance, in the second stage of sleep ("moderate"), a noise 30 to 40 dBA above a person's threshold of hearing while conscious will be required to wake that person; in deep sleep, a noise must reach levels 50 to 80 dBA above that threshold to wake the person. Of course, very loud, brief noises (with sound levels of 100-120 dBA) will wake nearly everyone from any stage of sleep.

#### 4. Interference with Learning and Performance

Noises seemingly begin to interfere with human performance when the A-weighted level exceeds 90 dBA. High frequency noise (above about 1000-2000 Hz) or irregular bursts of noise are more distracting and may produce more performance interference than low frequency noise or steady noise. The performance of tasks demanding accuracy or having a complex series of steps is most likely to be adversely affected, without necessarily reducing the total amount of work performed. Learning, especially in small children, can be seriously hindered by the presence of high or constant levels of background noise, since the noise can be a barrier to speech perception and exchange (as previously mentioned). For children, this interference may have far-reaching detrimental effects, because speech communication is extremely important in developing language and reading skills.

Noise effects on human performance can be grouped in three classes: 1) arousal, 2) distraction, and 3) specific effects. Arousal of bodily systems can result either in detrimental or beneficial effects on human performance, depending upon the nature of the task and the person's state prior to the exposure. For example, noise might induce muscular tension which could interfere with delicate movements, while a sleepy person might be beneficially aroused by the noise and perform more effectively in noise than in quiet (for example: smoke alarm). Distraction has been defined as a lapse or diversion of attention from the task at hand, and most often is the result of annoying characteristics of a noise.

5. Physiological Effects of Noise

The sound levels associated with environmental noise, in almost every case, produce effects only in the first two categories described. Yet, at any given sound level, individual responses will vary considerably, and physiological effects of a transient or possibly persistent nature may result. Brief sounds at levels exceeding 70 dBA can produce such physiological responses as general constriction of the blood vessels and changes in breathing, size of the pupils of the eyes, and gastric secretions. Steady noises of 90 dBA have been shown to increase tension in all muscles, and influence the response time in a simple choice task. While physiological arousal by noise can be beneficial in maintaining response to possible danger, continuing unnecessary arousal to irrelevant sounds can be annoying and possibly damaging to general health.

## D. MAJOR NOISE SOURCES IN WALNUT CREEK

### 1. Traffic Noise

The most pervasive and significant source of noise in the City of Walnut Creek continues to be vehicular traffic on the freeways and street network. Day/night average noise levels were calculated for all of the roadways in the City which currently have an Average Daily Traffic (ADT) of 6,000 vehicles or greater. The distances to the Ldn contours, in 5 dB increments beginning at 60 dB, are shown in Table 6-5 (following this section). Interstate 680 and Highway 24 are by far the most significant noise sources in the City generating Ldn values of about 79-81 dB 100 feet from the centerlines of the roadways. Major thoroughfares including Ygnacio Valley Road and Treat Boulevard generate Ldn's of around 70-72 dB 100 feet from their centerlines.

The noise levels shown in Table 6-5 do not account for the attenuation provided by roadside noise barriers and elevated or depressed roadway sections. Through various noise studies for the City of Walnut Creek (and Concord) it has been determined that the Treat Boulevard soundwall in Walnut Creek provides about 10 dB of noise reduction. The homes which front Treat Boulevard are shielded by the noise barrier experience existing Ldn's of about 60 dB rather than 70 dB. To demonstrate the significance of the shielding which can be afforded by elevated roadway sections, noise levels were measured adjacent to Interstate 680 on Brookdale Court just off Danville Road. At this location the freeway is elevated 30-40 feet above the homes. The measured Ldn was 64 dB. Without the shielding provided by the elevated roadway section the Ldn would have been 73 dB.

### 2. Bay Area Rapid Transit

BART trains begin service in Walnut Creek at about 5:15 a.m. and end at 1:00 a.m. Trains run on 15 minute headways throughout the day except during a.m. and p.m. peak periods when they run on 7 1/2 minute headways and during late evening when they run on 20 minutes headways. The BART trains are typically 7-10 cars long during peak periods, 4-5 cars long during the mid day and 6-7 cars at night. BART is elevated throughout the City of Walnut Creek either on structure or fill.

The noise levels resulting from BART trains were measured adjacent to the BART tracks on Jones Road north of Parkside Drive. The Ldn generated by BART based on the existing headways and train lengths described above, is calculated to be 63 dB at a distance of 100 feet from an elevated fill section and about 65 dB 100 feet from an elevated section on structure. The distance to the 60 dB contour is 200 feet where the track is on fill and 300 feet where the track is on elevated structure. These noise levels are typical for areas adjacent to the BART tracks.



3. John Muir Medical Center Emergency Helipad

John Muir Medical Center operates an emergency helipad. The helicopter operator is CalStar and they use a Messerschmidt BK117 helicopter. During 1987, there was an average of 9 flights per month--7 flights between 6:00 am and 10:00 pm and 2 flights between 10:00 pm and 6:00 am. The flight path takes the helicopters in and out of the hospital from the south-southwest over La Casa Via. The Ldn resulting from operations at the helipad is calculated to be about 60 dB 250 feet from the helipad and 55 dB at a distance of about 500 feet from the helipad. Due to noise complaints, the CalStar helicopter operations are no longer based at John Muir Hospital. The only flights which come in or out are strictly emergency cases. Thus impacts from operation of the helipad are not expected to be major noise problems in the community.

4. Buchanan Field

Aircraft originating at Buchanan Field fly over portions of Walnut Creek. The airfield is located at a great enough distance however, so that current operations do not result in an Ldn exceeding 55 dB anywhere within Walnut Creek. Aircraft noise, while audible, is not a significant problem in Walnut Creek.

E. CASE STUDIES

As part of the preparation for the Community Development Element, six areas were selected for detailed noise analysis (see Figure 6-4):

1. The intersection of Brookdale Avenue and Danville Boulevard
2. Mt. Diablo Boulevard, between Interstate 680 and Locust Street
3. Boulevard Way, west of Interstate 680
4. Ygnacio Valley Road between Civic Drive and Marchbanks Drive
5. Geary Road between North Main Street and Camino Verde
6. Riviera Avenue, south of Parkside Drive

The central question for each study area was whether single-family detached or multi-family attached housing was suitable given the identified noise environment. Suitability depended on whether acceptable noise levels were exceeded and, if so, whether the homes could be sufficiently shielded by noise walls. The study found that two of these areas would require noise shielding: Boulevard Way and Ygnacio Valley Road.

The usual desirable height limit for noise barriers along urban arterials is about 10-12 feet above the roadway surface. This wall height typically provides a noise level reduction of 10 decibels in backyards and inside the ground floors of the affected residences. Upper stories are not typically shielded by a 10-12 foot high barrier. Given these parameters, a single story single-family home could be built in areas exposed to an Ldn of 70 dB if a suitably sized noise barrier were provided. This would result in a 10 decibel reduction thus achieving the City's goal of an Ldn 60 dB for outdoor use areas. When the outdoor environment is mitigated to an Ldn of 60 dB, an Ldn of about 45 dB is achieved indoors with open windows.

Where the Ldn exceeds 70 dB, the noise barrier is not sufficient to provide an acceptable outdoor noise environment in the outdoor activity areas. An alternative site plan which incorporates a noise barrier and a parallel frontage road between the noise source and the homes is one possibility for locating single-family housing adjacent to roadways which generate an Ldn in excess of 70 dB. An additional 5 dB of noise reduction can be achieved in the backyards due to the intervening distance and shielding provided by the first row of homes.

Multi-family housing is typically more than one-story high. Because of the higher density, and multiple stories, more people are exposed to noise levels which cannot be mitigated with the use of a noise barrier. The only way to achieve acceptable indoor noise environments in rooms facing a noisy roadway is to keep the windows closed. People, therefore, must live with heating, ventilating and air conditioning systems. In multi-family housing the building mass is typically much larger than in a single-family home. With thoughtful site planning, the buildings themselves can be used to create both private and shared outdoor areas on the sides of the buildings away from the noise. Because of these features, multi-family housing is a viable land use in areas where noise levels are as high as Ldn 75 dB. Multi-family housing can be successfully built in areas where Ldn 75 dB is exceeded but there are certain trade-offs. The noise attenuation measures become elaborate and expensive; people cannot open their windows without having excessive noise, and it becomes more difficult to provide shielded outdoor activity areas. For these reasons in most instances, new housing should not be constructed where the Ldn exceeds 75 dB.

1. Brookdale Avenue Near Danville Boulevard

Currently, there is a single-family subdivision along Brookdale Avenue and Brookdale Court off Danville Boulevard. The subdivision adjoins Interstate 680. The freeway is elevated 30 to 40 feet above the homes. Because of this difference in elevation only the near lane of traffic is partly visible from the homes. The Ldn was measured at the intersection of Brookdale Court and Brookdale Avenue and found to be 64 dB. Without the shielding provided by the elevated roadway section, the Ldn is calculated to be 73 dB. The noise levels are fairly steady because of the shielding provided by the elevated roadway and the Ldn, therefore, seems "quieter" than the measured values would otherwise indicate.



In this area, both single-family or multi-family housing would be a satisfactory land use. The Ldn in the front yards and backyards of existing homes, taking into account the shielding afforded by the buildings themselves is estimated to range from 60-64 dB. New housing constructed in this area should be provided with forced air mechanical ventilation so that windows may be kept closed at the discretion of the occupants to control the intrusion of environmental noise. Additional noise control treatments would not be necessary.

2. Mt. Diablo Boulevard East of I-680

Along Mt. Diablo Boulevard the Ldn currently ranges from 65-70 dB at typical setbacks of 50-100 feet from the centerline of the road. The noise environment is, therefore, in the upper limit of the range where a noise barrier could satisfactorily shield outdoor activity areas in single-family homes. Multi-family housing would be compatible with the noise environment, recognizing, however, that a forced air ventilation system would be necessary so windows can be closed to protect indoor areas. Careful site planning would also be necessary to provide quiet outdoor areas.

3. Boulevard Way West of I-680

Along Boulevard Way the Ldn currently ranges from 60-65 dB, as a result of Boulevard Way traffic, at typical setbacks of 50-100 feet. The noise environment is therefore in excess of the City's goal of 60 Ldn for residential developments but well within the range of 60-70 Ldn where a noise barrier could be used to effectively mitigate roadway traffic noise. Either single-family or multi-family housing could be developed along Boulevard Way. Between the freeway interchange and Flora Avenue freeway noise is calculated to exceed an Ldn of 65 dB. Any residential development proposed along Boulevard Way in this area should be carefully evaluated to determine the local shielding effects provided by intervening buildings and elevated freeway sections.

4. Ygnacio Valley Road between Civic Drive and Marchbanks Drive

This stretch of roadway was studied by Earthmetrics Inc. as part of a city-wide noise barrier study undertaken by the City of Walnut Creek's Engineering Department. A 24-hour noise measurement was made at the intersection of Ygnacio Court and Ygnacio Valley Road. The existing Ldn is about 75 dB in a typical backyard. In this severe noise environment, new single-family housing would not be recommended without careful site planning. A noise barrier 10-12 feet in height would not reduce noise levels in backyards to 60 dB. Furthermore, in the future noise levels are anticipated to increase several decibels.



Multi-family housing would be a viable alternative along this stretch of Ygnacio Valley Road. Any housing proposed in this area would require an acoustical analysis detailing how indoor sound levels could be reduced to an Ldn of 45 dB or less. Forced air ventilation, and cooling if necessary, would be required so that occupants could keep their windows closed at their discretion to control the noise intrusion.

5. Geary Road Between North Main Street and Camino Verde

Noise levels along Geary Road are nearly identical to those along Mt. Diablo Boulevard and the conclusions are the same.

6. Riviera Avenue

There are two existing residential areas – one on the east side of Riviera Avenue just south of Parkside Drive, and the other on the west side of Riviera Avenue adjacent to Interstate-680 across from the Short Street intersection. The area on the east side of the road just below Parkside is located on a knoll. At the current residential setbacks the existing Ldn is between 60-65 dB. Single- or multi-family housing could be developed in this area.

Freeway traffic noise dominates the area between Riviera and the freeway. The existing Ldn is again estimated to be 60-65 dB based on a short term noise measurement conducted at the site. Noise from the freeway is partially mitigated by the fact that the edge of the freeway fill acts as a barrier to uses located close to the freeway. The further away from the fill bank, the less shielding is provided. It would be difficult to further reduce noise levels in the area unless a noise barrier were constructed along the freeway right-of-way. Multi-family housing would therefore be more compatible with the noise environment than single-family homes. However, noise control treatments for upper story units which would overlook the freeway could be extensive. Noise levels are calculated to be about 75 dB, 215 feet from the centerline of Interstate-680. High performance acoustical windows, heating, ventilating and air conditioning systems, and building massing to provide quiet outdoor activity areas would be required.

## THE NOISE AND LAND USE COMPATIBILITY CHART

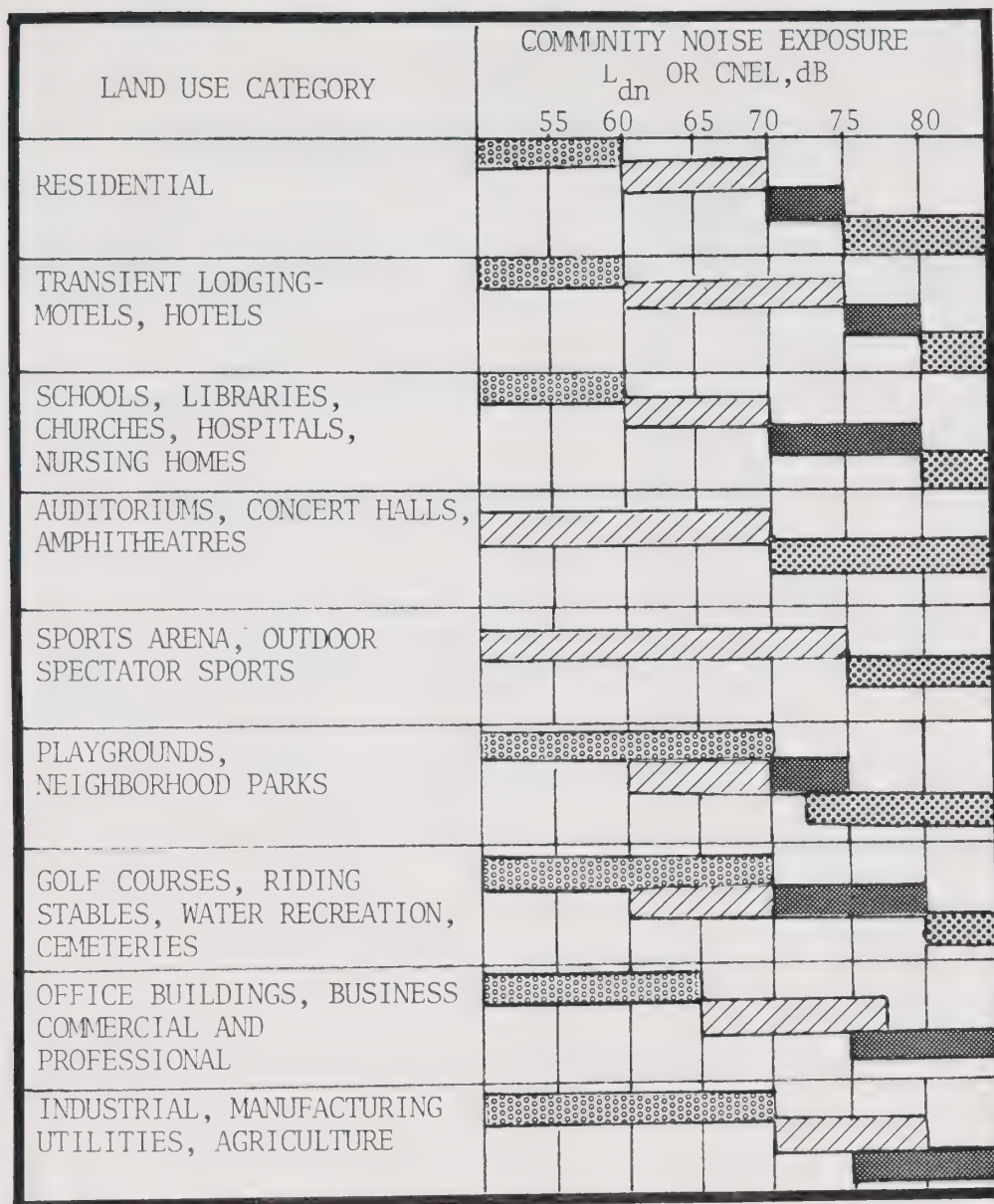
The compatibility guidelines should be used in conjunction with the future noise contour maps. The objective of the Noise and Land Use Compatibility Chart is to identify projects or activities which may require special treatment to minimize noise exposure.

The following will clarify the application of the Noise and Land Use Compatibility Guidelines (Table 6-3):


- . The maximum acceptable outdoor noise level in new residential areas is an Ldn of 60 dB. This criteria is applied where outdoor use is a major consideration (e.g., backyards in single-family housing developments and recreation areas in multifamily housing projects). The outdoor criteria should not normally be applied to the small decks associated with apartments and condominiums.
- . The maximum acceptable indoor noise level required by the State of California Noise Insulation Standards is an Ldn of 45 dB in multifamily dwellings. This indoor criteria is also applicable to single-family homes in Walnut Creek.
- . Appropriate interior noise levels in commercial, industrial, and office buildings are a function of the use of space. For example, the noise level in private offices should generally be quieter than for data processing rooms. Average hourly interior noise levels in offices generally should be a 45 dB or less to protect against activity disruption.


These guidelines are not intended to be applied reciprocally. In other words, if an area currently is below the desired noise standard, an increase in noise up to the maximum should not necessarily be allowed. The impact of a proposed project on an existing land use should be evaluated in terms of the potential for adverse community response, based on a significant increase in existing noise levels, regardless of the compatibility guidelines (see Policy 2).


Table 6-2  
Land Use Compatibility for  
Community Noise Environments



INTERPRETATION

 **NORMALLY ACCEPTABLE**  
Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

 **CONDITIONALLY ACCEPTABLE**  
New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.

 **NORMALLY UNACCEPTABLE**  
New construction or development should be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.


 **CLEARLY UNACCEPTABLE**  
New construction or development clearly should not be undertaken.



Table 6-3

## Typical Sound Levels Measured in the Environment and Industry

| At a Given Distance<br>From Noise Source    | A-Weighted<br>Sound Level<br>in Decibels | Noise Environments                          | Subjective<br>Impression |
|---|--|---|--------------------------|
|   | 140                                      |   |                          |
| Civil Defense<br>Siren (100')               | 130                                      |   |                          |
| Jet Takeoff (200')                          | 120                                      |   | Pain<br>Threshold        |
|   | 110                                      | Rock Music Concert                          |                          |
| Pile Driver (50')<br>Ambulance Siren (100') | 100                                      |   | Very Loud                |
| Freight Cars (50')                          | 90                                       | Boiler Room                                 |                          |
| Pneumatic Drill (50')                       | 80                                       | Printing Press Plant                        |                          |
| Freeway (100')                              | 70                                       | In Kitchen with Garbage<br>Disposal Running | Moderately<br>Loud       |
| Vacuum Cleaner (10')                        | 60                                       | Data Processing Center                      |                          |
| Light Traffic (100')                        | 50                                       | Department Store                            |                          |
| Large Transformer (200')                    | 40                                       | Private Business Office                     |                          |
|   | 30                                       |   | Quiet                    |
| Soft Whisper (5')                           | 20                                       | Quiet Bedroom                               |                          |
|   | 10                                       | Recording Studio                            |                          |
|   | 0  |   | Threshold<br>of Hearing  |

Table 6-4

Existing Noise Contours on Selected City Streets  
(Based on 1988 Traffic Levels)

|                       |        |          |       | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours(dBA) |    |    |     |     |
|-----------------------|--------|----------|-------|---|----|----|-----|-----|
| Road Segment          | ADT    | % Trucks | Speed | 80  | 75 | 70 | 65  | 60  |
|                       |        |          |       | Feet  |    |    |     |     |
| <b>BANCROFT ROAD</b>  |        |          |       |   |    |    |     |     |
| City Limit            |        |          |       |   |    |    |     |     |
| to                    | 13,530 | 3        | 41    | 4   | 12 | 39 | 92  | 198 |
| David/Minert          |        |          |       |   |    |    |     |     |
| to                    | 15,481 | 3        | 41    | 4   | 14 | 45 | 101 | 217 |
| Treat                 |        |          |       |   |    |    |     |     |
| to                    | 25,783 | 3        | 44    | 9   | 27 | 72 | 154 | 332 |
| Ygnacio Valley        |        |          |       |   |    |    |     |     |
| <b>BONANZA STREET</b> |        |          |       |   |    |    |     |     |
| California            |        |          |       |   |    |    |     |     |
| to                    | 8,900  | 3        | 30    | 1   | 5  | 15 | 46  | 103 |
| Mt. Diablo            |        |          |       |   |    |    |     |     |
| <b>BROADWAY</b>       |        |          |       |   |    |    |     |     |
| Newell                |        |          |       |   |    |    |     |     |
| to                    | 16,120 | 3        | 36    | 4   | 12 | 37 | 88  | 190 |
| Mt. Diablo            |        |          |       |   |    |    |     |     |
| to                    | 21,870 | 3        | 33    | 4   | 14 | 43 | 97  | 210 |
| Civic                 |        |          |       |   |    |    |     |     |
| to                    | 13,174 | 3        | 34    | 3   | 9  | 27 | 72  | 155 |
| Ygnacio Valley        |        |          |       |   |    |    |     |     |
| to                    | 13,357 | 3        | 30    | 2   | 7  | 22 | 62  | 134 |
| Parkside              |        |          |       |   |    |    |     |     |
| <b>BUENA VISTA</b>    |        |          |       |   |    |    |     |     |
| Parkside              |        |          |       |   |    |    |     |     |
| to                    | 7,633  | 3        | 36    | 2   | 6  | 17 | 54  | 115 |
| San Luis              |        |          |       |   |    |    |     |     |
| to                    | 6,094  | 3        | 35    | 1   | 4  | 13 | 42  | 96  |
| Second                |        |          |       |   |    |    |     |     |
| to                    | 9,584  | 3        | 35    | 2   | 7  | 21 | 60  | 130 |
| Geary                 |        |          |       |   |    |    |     |     |

Table 6-4

Existing Noise Contours on Selected City Streets  
(Based on 1988 Traffic Levels)

|                               |        |          |       | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours(dBA) |    |    |     |     |
|-------------------------------|--------|----------|-------|---|----|----|-----|-----|
| Road Segment                  | ADT    | % Trucks | Speed | 80  | 75 | 70 | 65  | 60  |
|                               |        |          |       | <u>Feet</u>   |    |    |     |     |
| <b>CALIFORNIA</b>             |        |          |       |   |    |    |     |     |
| Newell<br>to<br>Mt. Diablo    | 16,542 | 3        | 33    | 3   | 10 | 32 | 81  | 174 |
| to<br>Civic                   | 19,429 | 3        | 35    | 4   | 13 | 42 | 97  | 208 |
| to<br>Ygnacio Valley          | 21,041 | 3        | 35    | 5   | 14 | 46 | 102 | 219 |
| to<br>Main                    | 18,200 | 3        | 35    | 4   | 13 | 40 | 92  | 199 |
| <b>CIVIC</b>                  |        |          |       |   |    |    |     |     |
| N. Main<br>to<br>Broadway     | 21,257 | 3        | 36    | 5   | 15 | 49 | 106 | 229 |
| to<br>Ygnacio Valley          | 31,884 | 3        | 36    | 7   | 23 | 65 | 139 | 300 |
| to<br>Parkside                | 18,906 | 3        | 42    | 6   | 18 | 55 | 118 | 255 |
| <b>GEARY</b>                  |        |          |       |   |    |    |     |     |
| Pleasant Hill<br>to<br>Putnam | 15,829 | 3        | 42    | 5   | 15 | 48 | 105 | 227 |
| to<br>Main                    | 17,894 | 3        | 38    | 5   | 14 | 45 | 101 | 218 |
| <b>HOMESTEAD</b>              |        |          |       |   |    |    |     |     |
| s/o Ygnacio Valley            | 7,791  | 3        | 32    | 1   | 5  | 14 | 46  | 101 |
| <b>LA CASA VIA</b>            |        |          |       |   |    |    |     |     |
| s/o Ygnacio Valley            | 8,768  | 3        | 30    | 1   | 5  | 14 | 45  | 101 |
| <b>LENNON LANE</b>            |        |          |       |   |    |    |     |     |
| n/o Ygnacio Valley            | 6,760  | 3        | 41    | 2   | 6  | 20 | 58  | 125 |



Table 6-4

Existing Noise Contours on Selected City Streets  
(Based on 1988 Traffic Levels)

| Road Segment                             | ADT    | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours(dBA) |    |    |     |     |
|--|--------|----------|-------|---|----|----|-----|-----|
|  |        |          |       | 80  | 75 | 70 | 65  | 60  |
|  |        |          |       | <u>Feet</u>   |    |    |     |     |
| <b>OAKLAND</b>                           |        |          |       |   |    |    |     |     |
| Mt. Diablo<br>to<br>Trinity              | 9,248  | 3        | 35    | 2   | 6  | 20 | 59  | 127 |
| <b>OLYMPIC</b>                           |        |          |       |   |    |    |     |     |
| Alpine<br>to<br>California               | 15,663 | 3        | 36    | 4   | 11 | 36 | 87  | 186 |
| <b>PARKSIDE</b>                          |        |          |       |   |    |    |     |     |
| Civic<br>to<br>Broadway                  | 11,837 | 3        | 38    | 3   | 9  | 30 | 77  | 165 |
| to<br>I-680                              | 12,710 | 3        | 31    | 2   | 7  | 22 | 63  | 135 |
| to<br>Overlook                           | 7,624  | 3        | 31    | 1   | 4  | 13 | 42  | 96  |
| <b>PLEASANT HILL</b>                     |        |          |       |   |    |    |     |     |
| s/o Green Valley                         | 34,487 | 3        | 45    | 12  | 38 | 89 | 192 | 414 |
| <b>PUTNAM</b>                            |        |          |       |   |    |    |     |     |
| n/o Sunnyvale                            | 10,738 | 3        | 37    | 3   | 8  | 26 | 70  | 150 |
| <b>ROSSMOOR PARKWAY</b>                  |        |          |       |   |    |    |     |     |
| Golden Rain (I-680)<br>to<br>Tice Valley | 15,244 | 3        | 25    | 2   | 6  | 18 | 55  | 118 |
| <b>RUDGEAR</b>                           |        |          |       |   |    |    |     |     |
| Bishop<br>to<br>Camel (n/o Newell)       | 10,077 | 3        | 41    | 3   | 9  | 29 | 76  | 163 |

Table 6-4

Existing Noise Contours on Selected City Streets  
(Based on 1988 Traffic Levels)

| Road Segment  | ADT    | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours(dBA) |    |     |     |     |
|---|--------|----------|-------|---|----|-----|-----|-----|
|   |        |          |       | 80  | 75 | 70  | 65  | 60  |
|   |        |          |       | Feet  |    |     |     |     |
| <b>SAN MIGUEL</b><br>n/o Newell<br>to<br>Newell<br>to<br>Rudgear                                    | 8,431  | 3        | 34    | 2   | 6  | 17  | 53  | 115 |
|   | 8,368  | 3        | 35    | 2   | 6  | 18  | 55  | 119 |
| <b>SO. MAIN</b><br>I-680<br>to<br>Danville  | 11,890 | 3        | 40    | 3   | 10 | 33  | 82  | 176 |
| <b>TICE VALLEY</b><br>Olympic<br>to<br>Rossmoor   | 15,935 | 3        | 43    | 5   | 16 | 50  | 109 | 234 |
| <b>TREAT</b><br>I-680<br>to<br>Bancroft<br>to<br>Oak Grove  | 47,485 | 3        | 40    | 18  | 54 | 117 | 251 | 541 |
|   | 37,837 | 3        | 47    | 14  | 45 | 100 | 216 | 465 |
| <b>WALKER</b><br>San Miguel<br>to<br>Walnut   | 7,093  | 3        | 32    | 1   | 4  | 13  | 41  | 95  |
| <b>WALNUT AVE.</b><br>Oak Grove<br>to<br>Snyder<br>to<br>Blackstone<br>to<br>Ygnacio<br>to<br>South | 7,730  | 3        | 41    | 2   | 7  | 22  | 63  | 136 |
|   | 10,807 | 3        | 42    | 3   | 10 | 33  | 82  | 176 |
|   | 7,764  | 3        | 35    | 2   | 5  | 17  | 52  | 113 |

Table 6-4

Existing Noise Contours on Selected City Streets  
(Based on 1988 Traffic Levels)

| Road Segment   | ADT     | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours(dBA) |     |     |      |      |
|----------------|---------|----------|-------|---|-----|-----|------|------|
|                |         |          |       | 80  | 75  | 70  | 65   | 60   |
|                |         |          |       | Feet  |     |     |      |      |
| YGNACIO VALLEY |         |          |       |   |     |     |      |      |
| I-680          |         |          |       |   |     |     |      |      |
| to             | 44,118  | 3        | 35    | 10  | 30  | 77  | 167  | 359  |
| Oakland        |         |          |       |   |     |     |      |      |
| to             | 44,118  | 3        | 35    | 10  | 30  | 77  | 167  | 359  |
| Civic          |         |          |       |   |     |     |      |      |
| to             | 66,802  | 3        | 44    | 22  | 63  | 135 | 291  | 626  |
| Bancroft       |         |          |       |   |     |     |      |      |
| to             | 51,508  | 3        | 47    | 19  | 57  | 123 | 265  | 571  |
| Oak Grove      |         |          |       |   |     |     |      |      |
| to             | 40,359  | 3        | 53    | 19  | 56  | 121 | 261  | 562  |
| e/o Oak Grove  |         |          |       |   |     |     |      |      |
| I-680          |         |          |       |   |     |     |      |      |
| Livorna        |         |          |       |   |     |     |      |      |
| to             | 124,000 | 7        | 55    | 100   | 215 | 464 | 1000 | 2154 |
| Rudgear        |         |          |       |   |     |     |      |      |
| to             | 125,000 | 7        | 55    | 100   | 215 | 464 | 1000 | 2154 |
| 2154 S. Main   |         |          |       |   |     |     |      |      |
| to             | 114,000 | 7        | 55    | 100   | 215 | 464 | 1000 | 2154 |
| Newell         |         |          |       |   |     |     |      |      |
| to             | 139,000 | 7        | 55    | 117   | 251 | 541 | 1166 | 2512 |
| Route 24       |         |          |       |   |     |     |      |      |
| to             | 189,000 | 3        | 55    | 100   | 215 | 464 | 1000 | 2154 |
| Ygnacio Valley |         |          |       |   |     |     |      |      |
| to             | 150,000 | 4        | 55    | 100   | 215 | 464 | 1000 | 2154 |
| N. Main        |         |          |       |   |     |     |      |      |
| to             | 180,000 | 4        | 55    | 117   | 251 | 541 | 1166 | 2512 |
| Geary          |         |          |       |   |     |     |      |      |
| to             | 154,000 | 4        | 55    | 100   | 215 | 464 | 1000 | 2154 |
| City Limit     |         |          |       |   |     |     |      |      |
| ROUTE 24       |         |          |       |   |     |     |      |      |
| Pleasant Hill  |         |          |       |   |     |     |      |      |
| to             | 158,000 | 2        | 55    | 86  | 185 | 398 | 858  | 1848 |
| I-680          |         |          |       |   |     |     |      |      |



Table 6-5  
Future Noise Contours  
on Selected City Streets

| Road Segment               | ADT    | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours (dBA) |    |    |     |     |
|----------------------------|--------|----------|-------|--|----|----|-----|-----|
|                            |        |          |       | 80   | 75 | 70 | 65  | 60  |
|                            |        |          |       | Feet   |    |    |     |     |
| BANCROFT ROAD              |        |          |       |  |    |    |     |     |
| City Limit to David/Minert | 27,450 | 3        | 41    | 8  | 25 | 68 | 147 | 318 |
| Treat to Ygnacio Valley    | 20,150 | 3        | 41    | 6  | 19 | 56 | 120 | 258 |
|                            | 37,950 | 3        | 44    | 13   | 40 | 93 | 199 | 430 |
| BONANZA STREET             |        |          |       |  |    |    |     |     |
| California to Mt. Diablo   | 10,300 | 3        | 30    | 2  | 5  | 17 | 52  | 113 |
| BROADWAY                   |        |          |       |  |    |    |     |     |
| Newell to Mt. Diablo       | 30,550 | 3        | 36    | 7  | 22 | 63 | 135 | 291 |
| to Civic                   | 37,950 | 3        | 33    | 7  | 22 | 63 | 140 | 303 |
| to Ygnacio Valley          | 11,250 | 3        | 34    | 2  | 7  | 23 | 65  | 140 |
| to Parkside                | 15,300 | 3        | 30    | 3  | 8  | 25 | 68  | 147 |
| BUENA VISTA                |        |          |       |  |    |    |     |     |
| Parkside to San Luis       | 5,900  | 3        | 36    | 1  | 4  | 14 | 43  | 97  |
| to Second                  | 4,250  | 3        | 35    | 1  | 3  | 9  | 29  | 76  |
| to Geary                   | 7,300  | 3        | 35    | 2  | 5  | 16 | 50  | 108 |

Table 6-5 (Con't)  
Future Noise Contours  
on Selected City Streets

| Road Segment                  | ADT    | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours (dBA) |    |    |     |     |
|-------------------------------|--------|----------|-------|--|----|----|-----|-----|
|                               |        |          |       | 80   | 75 | 70 | 65  | 60  |
| <hr/>                         |        |          |       |  |    |    |     |     |
|                               |        |          |       | <hr/> Feet <hr/>   |    |    |     |     |
| CALIFORNIA                    |        |          |       |  |    |    |     |     |
| Newell<br>to<br>Mt. Diablo    | 23,200 | 3        | 33    | 5  | 14 | 45 | 101 | 218 |
| to                            | 14,700 | 3        | 35    | 3  | 10 | 32 | 80  | 173 |
| Civic<br>to<br>Ygnacio Valley | 19,400 | 3        | 35    | 4  | 13 | 42 | 96  | 208 |
| to<br>Main                    | 8,100  | 3        | 35    | 2  | 6  | 18 | 54  | 116 |
| CIVIC                         |        |          |       |  |    |    |     |     |
| N. Main<br>to<br>Broadway     | 33,350 | 3        | 36    | 8  | 24 | 66 | 143 | 309 |
| to<br>Ygnacio Valley          | 33,350 | 3        | 36    | 8  | 24 | 66 | 143 | 309 |
| to<br>Parkside                | 18,000 | 3        | 42    | 5  | 17 | 53 | 115 | 247 |
| GEARY                         |        |          |       |  |    |    |     |     |
| Pleasant Hill<br>to<br>Putnam | 19,950 | 3        | 42    | 6  | 19 | 57 | 123 | 264 |
| to<br>Main                    | 27,050 | 3        | 38    | 7  | 22 | 62 | 133 | 287 |
| HOMESTEAD                     |        |          |       |  |    |    |     |     |
| s/o Ygnacio Valley            | 8,300  | 3        | 32    | 2  | 5  | 15 | 49  | 106 |
| LA CASA VIA                   |        |          |       |  |    |    |     |     |
| s/o Ygnacio Valley            | 14,450 | 3        | 30    | 2  | 8  | 24 | 66  | 142 |

Table 6-5 (Con't)  
Future Noise Contours  
on Selected City Streets

| Road Segment              | ADT    | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours (dBA) |    |    |     |     |
|---------------------------|--------|----------|-------|--|----|----|-----|-----|
|                           |        |          |       | 80   | 75 | 70 | 65  | 60  |
| <hr/>                     |        |          |       |  |    |    |     |     |
|                           |        |          |       | <hr/> Feet <hr/>   |    |    |     |     |
| <b><u>MAIN</u></b>        |        |          |       |  |    |    |     |     |
| I-680<br>to<br>Newell     | 9,150  | 3        | 32    | 2  | 5  | 17 | 52  | 113 |
| to<br>Mt. Diablo          | 9,150  | 3        | 32    | 2  | 5  | 17 | 52  | 113 |
| to<br>Civic               | 12,050 | 3        | 27    | 2  | 5  | 16 | 51  | 110 |
| to<br>Ygnacio Valley      | 20,400 | 3        | 32    | 4  | 12 | 38 | 89  | 193 |
| to<br>Parkside            | 33,200 | 3        | 33    | 6  | 21 | 60 | 129 | 277 |
| to                        | 34,850 | 3        | 34    | 7  | 23 | 64 | 138 | 297 |
| <b>MT. DIABLO</b>         |        |          |       |  |    |    |     |     |
| I-680<br>to<br>Bonanza    | 45,800 | 3        | 36    | 10   | 33 | 82 | 177 | 381 |
| to<br>California          | 42,150 | 3        | 33    | 8  | 26 | 70 | 151 | 325 |
| to<br>Broadway            | 37,300 | 3        | 31    | 7  | 21 | 60 | 129 | 277 |
| <b><u>NEWELL</u></b>      |        |          |       |  |    |    |     |     |
| I-680<br>to<br>California | 9,150  | 3        | 34    | 2  | 6  | 19 | 56  | 122 |
| to<br>Main                | 14,950 | 3        | 34    | 3  | 10 | 31 | 78  | 169 |
| to<br>Broadway            | 14,700 | 3        | 34    | 3  | 10 | 30 | 77  | 167 |



Table 6-5 (Con't)

Future Noise Contours  
on Selected City Streets

| Road Segment                               | ADT    | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours (dBA) |    |    |     |     |
|--|--------|----------|-------|--|----|----|-----|-----|
|  |        |          |       | 80   | 75 | 70 | 65  | 60  |
| <hr/>                                      |        |          |       |  |    |    |     |     |
|  |        |          |       | <hr/> Feet <hr/>   |    |    |     |     |
| OAK GROVE                                  |        |          |       |  |    |    |     |     |
| n/o Ygnacio Valley<br>to<br>Ygnacio Valley | 17,050 | 3        | 40    | 5  | 15 | 47 | 104 | 224 |
| to<br>Arbolado                             | 18,500 | 3        | 37    | 4  | 14 | 45 | 100 | 215 |
| to<br>Walnut                               | 5,850  | 3        | 39    | 2  | 5  | 16 | 49  | 107 |
| OAKLAND                                    |        |          |       |  |    |    |     |     |
| Mt. Diablo<br>to<br>Trinity                | 4,000  | 3        | 35    | 1  | 3  | 9  | 28  | 73  |
| OLYMPIC                                    |        |          |       |  |    |    |     |     |
| Alpine<br>to<br>California                 | 28,900 | 3        | 36    | 7  | 21 | 60 | 130 | 281 |
| PARKSIDE                                   |        |          |       |  |    |    |     |     |
| Civic<br>to<br>Broadway                    | 14,550 | 3        | 38    | 4  | 12 | 37 | 88  | 190 |
| to<br>I-680                                | 13,200 | 3        | 31    | 2  | 7  | 23 | 64  | 139 |
| to<br>Overlook                             | 6,300  | 3        | 31    | 1  | 3  | 11 | 35  | 85  |
| PLEASANT HILL                              |        |          |       |  |    |    |     |     |
| s/o Green Valley                           | 26,900 | 3        | 45    | 9  | 29 | 76 | 163 | 351 |
| PUTNAM                                     |        |          |       |  |    |    |     |     |
| n/o Sunnyvale                              | 9,200  | 3        | 37    | 2  | 7  | 22 | 63  | 135 |

Table 6-5 (Con't)

Future Noise Contours  
on Selected City Streets

| Road Segment                       | ADT    | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours (dBA) |    |     |     |     |
|------------------------------------|--------|----------|-------|--|----|-----|-----|-----|
|                                    |        |          |       | 80   | 75 | 70  | 65  | 60  |
|                                    |        |          |       | Feet   |    |     |     |     |
| <b>RUDGEAR</b>                     |        |          |       |  |    |     |     |     |
| Bishop<br>to<br>Camel (n/o Newell) | 14,350 | 3        | 41    | 4  | 13 | 42  | 96  | 206 |
| <b>SAN MIGUEL</b>                  |        |          |       |  |    |     |     |     |
| n/o Newell<br>to<br>Newell         | 9,450  | 3        | 34    | 2  | 6  | 20  | 58  | 124 |
| to<br>Rudgear                      | 9,450  | 3        | 35    | 2  | 6  | 20  | 58  | 124 |
| <b>SO. MAIN</b>                    |        |          |       |  |    |     |     |     |
| I-680<br>to<br>Danville            | 5,450  | 3        | 40    | 2  | 5  | 15  | 48  | 105 |
| <b>TICE VALLEY</b>                 |        |          |       |  |    |     |     |     |
| Olympic<br>to<br>Rossmoor          | 21,150 | 3        | 43    | 7  | 21 | 61  | 131 | 283 |
| <b>TREAT</b>                       |        |          |       |  |    |     |     |     |
| I-680<br>to<br>Bancroft            | 55,200 | 3        | 47    | 21   | 60 | 129 | 278 | 598 |
| to<br>Oak Grove                    | 44,200 | 3        | 47    | 16   | 52 | 111 | 239 | 516 |
| <b>WALKER</b>                      |        |          |       |  |    |     |     |     |
| San Miguel<br>to<br>Walnut         | 8,450  | 3        | 32    | 2  | 5  | 16  | 49  | 107 |

Table 6-5 (Con't)  
Future Noise Contours  
on Selected City Streets

| Road Segment                  | ADT     | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours (dBA) |     |     |      |      |
|-------------------------------|---------|----------|-------|--|-----|-----|------|------|
|                               |         |          |       | 80   | 75  | 70  | 65   | 60   |
| <hr/>                         |         |          |       |  |     |     |      |      |
| <div>Feet</div> <hr/>         |         |          |       |  |     |     |      |      |
| WALNUT AVE.                   |         |          |       |  |     |     |      |      |
| Oak Grove<br>to<br>Blackstone | 8,450   | 3        | 41    | 2  | 8   | 25  | 67   | 145  |
| to<br>Ygnacio                 | 12,800  | 3        | 25    | 2  | 5   | 15  | 48   | 105  |
| YGNACIO VALLEY                |         |          |       |  |     |     |      |      |
| I-680<br>to<br>Civic          | 33,500  | 3        | 35    | 7  | 23  | 64  | 139  | 299  |
| to<br>Marchbanks              | 69,300  | 3        | 44    | 23   | 64  | 138 | 298  | 642  |
| to<br>Bancroft                | 59,200  | 3        | 47    | 22   | 63  | 135 | 291  | 626  |
| to<br>Oak Grove               | 46,550  | 3        | 47    | 17   | 53  | 115 | 248  | 534  |
| I-680                         |         |          |       |  |     |     |      |      |
| Livorna<br>to<br>Rudgear      | 140,000 | 7        | 55    | 117  | 251 | 541 | 1166 | 2512 |
| to<br>S. Main                 | 146,000 | 7        | 55    | 117  | 251 | 541 | 1166 | 2512 |
| to<br>Newell                  | 146,000 | 7        | 55    | 117  | 251 | 541 | 1166 | 2512 |
| to<br>Route 24                | 146,000 | 7        | 55    | 117  | 251 | 541 | 1166 | 2512 |
| to<br>Ygnacio Valley          | 187,000 | 3        | 55    | 100  | 215 | 464 | 1000 | 2154 |
| to<br>N. Main                 | 187,000 | 4        | 55    | 117  | 251 | 541 | 1166 | 2512 |
| to<br>Geary                   | 187,000 | 4        | 55    | 117  | 251 | 541 | 1166 | 2512 |
| to<br>City Limit              | 187,000 | 4        | 55    | 117  | 251 | 541 | 1166 | 2512 |



Table 6-5 (Con't)

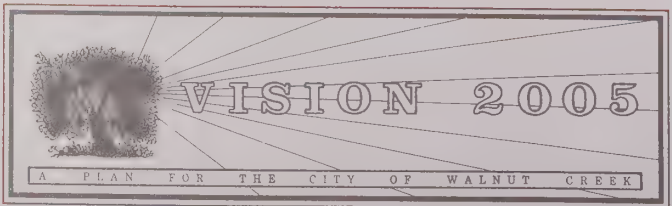
Future Noise Contours  
on Selected City Streets

| Road Segment                 | ADT     | % Trucks | Speed | Distance in Feet From<br>Center of Roadway<br>for Ldn Contours (dBA) |     |     |     |      |
|------------------------------|---------|----------|-------|--|-----|-----|-----|------|
|                              |         |          |       | 80   | 75  | 70  | 65  | 60   |
|                              |         |          |       | <u>Feet</u>  |     |     |     |      |
| <b>ROUTE 24</b>              |         |          |       |  |     |     |     |      |
| Pleasant Hill<br>to<br>I-680 | 160,000 | 2        | 55    | 86   | 185 | 398 | 858 | 1848 |
| <b>BOULEVARD WAY</b>         |         |          |       |  |     |     |     |      |
| I-680<br>to<br>Garden Court  | 11,900  | 3        | 30    | 2  | 6   | 20  | 58  | 124  |
| <b>N. MAIN BYPASS</b>        | 25,500  | 5.0      | 35    | —  | 23  | 65  | 145 | 340  |
| <b>S. BROADWAY EXTENSION</b> |         |          |       |  |     |     |     |      |
| Rudgear<br>to<br>Newell      | 20,000  | —        | —     | —  | 30  | 78  | 180 | 400  |

FIGURE 6-4

# NOISE SENSITIVE AREAS

- 60 Ldn CONTOUR
  - AREA POTENTIALLY EXPOSED TO NOISE LEVELS IN EXCESS OF AN Ldn OF 60 dB UNDER FUTURE BUILDOUT CONDITIONS
- (see text for further discussion)







## Glossary





## GLOSSARY

### A. Abbreviations

**ABAG** - Association of Bay Area Governments. The regional planning agency or Council of Governments for the nine-county San Francisco Bay region.

**ADT** - Average Daily Traffic. The number of motor vehicles using a road on an average or typical day.

**BART** - Bay Area Rapid Transit District. The heavy rail rapid transit passenger system serving three counties in the Bay Area including Contra Costa County. A BART station is located in Walnut Creek.

**CALTRANS** - California State Department of Transportation.

**CDBG** - Community Development Block Grant. Through the CDBG program, HUD provides grants and loans to local governments for funding a wide range of community development activities. No local match is required.

**CIP** - Capital Improvement Program. A city sponsored program which identifies new construction projects within the City.

**CNEL** - Community Noise Equivalent Level.

**FAR** - Floor Area Ratio.

**FEMA** - Federal Emergency Management Agency. The agency responsible for administrating and regulating the Federal Flood Insurance Program.

**GMS** - Growth Management System.

**HOV** - High Occupancy Vehicle including carpools, vanpools, and buses.

**HUD** - U.S. Department of Housing and Urban Development.

**LAFCO** - Local Agency Formation Commission. The agency responsible for approving or disapproving city and special district boundary proposals including sphere of influence proposals.

**Ldn** - Day-night average noise level.

**Leq** - Equivalent noise level. A number descriptor which is the average A-weighted noise level during a stated period of time.

**LOS** - Level of Service. A system used to rate the quality of traffic flow at an interchange or on a segment of road. (See Table 4-2 in the Transportation Element, Roadways Subelement.)



## Glossary

**MTC** - Metropolitan Transportation Commission. The regional transportation planning agency for the nine-county Bay Area.

**PMSA** - Primary Metropolitan Statistical Area. A subarea of a Standard Metropolitan Statistical Area (SMSA). The Oakland PMSA, consisting of Contra Costa and Alameda counties, is a subarea of the San Francisco-Oakland SMSA.

**RIDES** - Regional Ridesharing Agency for the San Francisco Bay Area.

**TDA** - Transportation Development Act, created by SB 325 (1972). Provides funding from retail sales tax to cities and counties for transportation purposes.

**TRANSPAC** - A transportation planning and coordinating organization consisting of representation from the cities of Walnut Creek, Concord, Clayton, Martinez, Pleasant Hill and the County.

**TSM** - Transportation System Management. A program to maximize the use of existing transportation facilities, including increases in vehicle occupancy and use of alternative travel modes to the single occupant auto.

**V/C** - Volume to Capacity Ratio. A calculation denoting the amount of traffic which can be served by a given intersection or road segment is compared to the amount of traffic which is actually using the facility.

### B. Terms

**A-WEIGHTED** - The sound pressure level in decibels as measured on the level meter using the A-weighting filter. The dBA-weighting filter deemphasizes the very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise.

**ABOVE MODERATE INCOME** - Household earning above 120 percent of the area or county median income.

**ACTIVE FAULT** - A fault which shows evidence of movement during Quaternary time (last three million years).

**ACTIVE SPACE** - An area or park designated for activities of an active nature, i.e. soccer, baseball, tennis, swimming etc.

**AFFORDABLE HOUSING** - Housing is considered affordable when a household pays less than 30% of its gross monthly income for housing, including taxes and insurance (and utilities, in rental housing).

**ALLUVIUM** - A general term for sediments deposited in river beds, flood plains, lakes and estuaries during relatively recent geologic time.

**AMBIENT NOISE LEVEL** - The composite of noise from all sources near and far. The normal or existing level of environmental noise at a given location.

**AQUIFER** - A water-bearing stratum of permeable rock, sand or gravel.

**AM PEAK HOUR** - The hour in the morning during which the highest traffic volume occurs.

**ARTERIAL** - A street which can range from two to six lanes and which serves as the network for through traffic flow. It is intended to carry high volumes of traffic and provide a means to divert traffic from neighborhood streets.

**CHAPARRAL** - An ecological community comprised of shrubby plants.

**CITY LIMIT** - The boundary that defines incorporated territory which is under city control.

**CLERESTORIES** - An outside wall of a room or building that rises above an adjoining roof and contains windows.

**COLLECTOR** - A street which is designed to move traffic between arterials and local streets. Usually a two-lane street with wider rights-of-way than local residential or business streets.

**COMMUNITY NOISE EQUIVALENT LEVEL, (CNEL)** - The average A-weighted noise level during a 24-hour day, obtained after the addition of 5 decibels to levels in the evening from 7 p.m. to 10 p.m. and the addition of 10 decibels to sound levels in the night between 10 p.m. and 7 a.m.

**CONDOMINIUM** - A building or group of buildings, in which units are owned individually, and the structure, common areas and facilities are owned by all the owners on a proportional, undivided basis.

**CONGLOMERATES** - A sedimentary rock composed of larger pebbles or cobbles set in a matrix of finer materials (such as sand, silt, and/or clay).

**CONGREGATE LIVING FACILITY** - Individual apartments with cooking facilities, central dining and social activity areas. At least one meal a day is provided as well as planned recreational and social activities, transportation services and linen-maid services.

**CONTRACT RENT** - The rent asked for a unit.

**DAY-NIGHT NOISE LEVEL, (LDN)** - The average A-weighted noise level during a 24-hour day, obtained after the addition of 10 decibels to levels measured in the night between 10 p.m. and 7 a.m.

**DECIBEL, dB** - A unit describing the amplitude of sound, equal times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

## Glossary

**DEVELOPMENT RIGHTS** - The amount of development that can legally occur on privately owned real property. The development right depends upon the zoning of that property.

**DIABASE** - A type of dark colored intrusive (cooled at depth) rock.

**DWELLING UNIT OR HOUSING** - Any residential accommodation other than a mobile home.

**ELDERLY PERSON** - A person who is 62 years of age or older (for purposes of admission into a Residential Facility for the Elderly).

**ELEMENT** - A major division of the General Plan, encompassing a group of related municipal subjects.

**EQUIVALENT NOISE LEVEL,  $L_{eq}$**  - The average A-weighted noise level during the measurement period.

**EXPANSIVE SOILS** - Clay-rich soils which have a high shrink-swell factor.

**FLOOR AREA RATIO, (FAR)** - The ratio of developed building floor area to net lot area, both expressed in square feet.

**FRANCISCAN FORMATION** - A name for a group of rocks characterized, in part, by a large variety of rocks with a complex history.

**FREQUENCY, Hz** - The number of complete pressure fluctuations per second and below atmospheric pressure.

**GOAL** - A long-term condition or end result that the City will work toward. Broad goals are set to maintain or affect community conditions. Each goal expresses a general and immeasurable value.

**GROSS FLOOR AREA** - The total area of all floors in a building as measured to the outside surfaces of exterior walls or to the center line of common walls, excluding crawl spaces, garages, carports, breezeways, attics without floors, and open porches, balconies and terraces.

**GROSS RENT** - Includes contract rent plus any payments for utilities, maintenance, etc.

**GROUP QUARTERS** - Persons in living arrangements, such as nursing homes or rooming houses, which are not households.

**GROWTH MANAGEMENT SYSTEM** - A system which ties the level of allowable development to standards.

**HOLDING CAPACITY** - The ultimate size of a community if all land uses on the General Plan map built out.



## Glossary

**HOUSEHOLD** - All persons occupying a single dwelling unit, including individuals, families, and groups of unrelated individuals.

**HOUSEHOLD FAMILY** - A householder living with one or more persons related to him or her by birth, marriage, or adoption.

**INFRASTRUCTURE** - The system of roadways, sewage facilities, flood control facilities, etc. that provide the foundation for development.

**IN-LIEU FEE** - A fee charged to a project developer to be used to offset development impacts.

**INTERMEDIATE CARE FACILITY** - Housing for individuals who are not capable of independent living, but not ill enough to require 24 hour care. Emphasis is on social service, personal care and rehabilitation programs. Residents and day care patients are typically those with long-term chronic illness or disability in a stabilized condition. This facility is licensed annually.

**INTRUSIVE NOISE** - That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, and time of occurrence and tonal or informational content as well as the prevailing ambient noise level.

**LEVEL OF SERVICE, (LOS)** - A standard method of describing street operating conditions based on a comparison of street or intersection traffic volumes (number of vehicles) to the theoretical capacity of the facility. The six levels of Service, "A" through "F", describe conditions from best to worst respectively.

**LIQUEFACTION** - A geologic condition which occurs when loose saturated granular soil undergoes a loss in strength and develops a condition similar to a viscous liquid.

**LOW INCOME** - Household earning between 51 percent and 80 percent of the area or county median income.

**MEASURE H** - traffic and growth control initiative, adopted by the voters of Walnut Creek in November 1985 which establishes residential and commercial development restrictions until certain traffic level standards are achieved.

**MEDIAN** - The mid-point in a distribution where half of the total quantity has a higher value and half has a lower value.

**MODE** - A means of transportation, such as walking, auto, transit, bike, etc.

**MODERATE INCOME** - Household earning between 81 percent and 120 percent of the area or county median income.

**MULTIPLE FAMILY UNIT** - A structure containing more than one unit sharing common walls or being otherwise attached, including duplexes, triplexes, fourplexes, apartments, row houses, and townhouses.

## Glossary

**NET LOT AREA** - The gross lot area minus that portion required for public improvements (roadway and right-of-way dedications).

**NONFAMILY HOUSEHOLD** - A householder living alone or only with persons not related to him or her.

**OPEN SPACE** - As defined by Government Code Section 65560, "...any parcel or area of land or water which is essentially unimproved and devoted to an open space use." In this general plan, it refers to essentially unimproved land to be used for preservation of natural resources, managed production of resources, and outdoor recreation.

**OVERCROWDED HOUSING** - Units with more than one inhabitant per room, excluding the kitchen and the bathrooms.

**PARA-TRANSIT** - Demand responsive transit that does not operate on a fixed route or time schedule. It is primarily used to serve transit-dependent populations such as the elderly and handicapped.

**PART I OFFENSES** - Includes murder, robbery, rape, burglary, aggravated assault, grand larceny, auto theft, and arson.

**PART II OFFENSES** - Includes all other offenses not included in Part I Offenses.

**PASSIVE AREA** - An area or park designed and used for passive activities such as walking, sitting, viewing, etc.

**PERENNIAL** - Present during all seasons of the year.

**PLANNING AREA** - The geographic area outside the corporate city limits which bears a relation to the city. Includes the city's Sphere of Influence.

**PM PEAK HOUR** - The hour in the afternoon during which the highest traffic volume occurs.

**POLICY** - A direction that must be followed to advance toward a goal. The direction can be a course of action or a guiding principle. There may be several policies for each goal.

**POTENTIALLY ACTIVE FAULT** - A fault which shows evidence of movement during middle to late Pliocene time (five million to three million years ago).

**PROGRAM** - A specific task to help carry out a policy and thus get closer to a goal. Several implementation strategies may be used for each policy.

**QUONSET HUT** - A prefabricated shelter set on a foundation of bolted steel trusses and built of a semicircular arching roof of corrugated metal insulated with wood fiber.

**RESIDENTIAL CARE FACILITY** - Living arrangements are provided for individuals who cannot live independently, but who do not require more extensive care, such as offered by Intermediate Care facilities.

Residential care facilities require licensing by a state or county authority with periodic inspections. Special licensing is required for inclusion of non-ambulatory residents. Provision is made for non-medical room and board and a limited amount of personal care.

Under the State Administrative Code, Residential Care is defined as: "Family home, group homes, social rehabilitation, or similar facility for 24 hour non-medical care to persons in need of personal services, protection, supervision, assistance, guidance, or training essential for sustaining the activities of daily living, or for the protection of the individual."

**RESPONSE TIME** - The time measured from when the alarm is processed to the time the fire engine company is notified.

**RIDGE** - The major and subridges, knolls and adjacent hills that comprise a major ridgeline.

**RIPARIAN** - Relating to or living or located on the bank of a natural watercourse.

**RUN TIME** - The time measured from the time the fire engine leaves the station to the time it arrives on the scene.

**SECTION 8** - A HUD sponsored program which provides housing assistance payments from housing authorities or other agencies delegated by HUD to participating private owners on behalf of eligible, very low-income tenants who have been issued certificates of eligibility. Assistance payments make up the difference between the federally approved "fair market" rent due the owner of the dwelling unit and the tenant's required contribution towards rent. Assisted families must pay the highest of either 30 percent of their adjusted family income, 10 percent of gross income, or the portion of welfare assistance designated to meet housing costs.

**SEDIMENTARY ROCKS** - Rocks (commonly layered) formed by the accumulation of sediments in water or from air.

**SENIOR CITIZEN** - A person 62 years of age or older, or 55 years of age or older in a senior citizen housing development.

**SENIOR CITIZEN HOUSING DEVELOPMENT** - A residential development consisting of at least 150 dwelling units in a standard metropolitan statistical area or at least 35 dwelling units in any other area which is developed for, or substantially rehabilitated or renovated for, senior citizens.

**SERPENTINE** - A type of metamorphic rock. (A rock which has been changed.)



## Glossary

**SHALE** - A sedimentary rock composed largely of clays that have developed fine layers.

**SILTSTONE** - A sedimentary rock composed largely of silt-sized particles.

**SINGLE FAMILY UNIT** - A one-unit detached structure visibly separated from other units, including mobile homes.

**SKILLED NURSING FACILITY** - Skilled nursing care means a health facility or a distinct part of a hospital which provides continuous skilled nursing and supportive care to patients whose primary need is for availability of such care on an extended basis. It provides 24-hour inpatient care and, as a minimum, includes physical, skilled nursing, dietary, pharmaceutical services and an activity program.

**SPECIFIC PLAN** - A plan for an area which provides site specific development standards and design criteria.

**SPHERE OF INFLUENCE** - The area designated as the probable ultimate physical boundaries and service area of a local governmental agency.

**STAGING AREA** - An area containing facilities for individual or organized hiking or riding activities, usually located at starting points for these activities. The sites may include parking facilities, restrooms, water for both humans and horses, and possibly picnic tables.

**SUBELEMENT** - A major subject area of an Element.

**SUBSIDIZED HOUSING** - Housing units for which the purchase price, mortgage payment or contract rent is subsidized, or reduced from market rates, by a public or private agency.

**TRIP ENDS** - The number of trips entering and leaving a given land use or land uses.

**TRIP GENERATION** - The number of trips caused or created by a given land use or land uses.

**TUFF** - A rock formed from volcanic ash deposited in water or on dry ground.

**UNDERUTILIZED PARCEL** - A parcel of land which is not built out to its full development level as allowed by the prevailing general plan or zoning code.

**UNREINFORCED MASONRY BUILDING** - Any building containing walls constructed wholly or partially with any of the following materials; 1) unreinforced brick masonry 2) unreinforced concrete masonry 3) hollow clay tile 4) adobe or unburned clay masonry.

**VERY LOW INCOME** - Households earning less than 50 percent of the area or county median income.

**WEAVE** - The traffic operation when two parallel flows of traffic merge and cross.

**WILLIAMSON ACT** - The provisions of California Government Code, sections 51200 and following. This act is also known as "The California Land Conservation Act of 1965." When private property is referred to as being under or subject to the Williamson Act it means that the land owner has signed a contract with the local agency agreeing to restrict the property to exclusively agricultural and compatible uses for the duration of the contract (ten years). In exchange for entering into such a contract, the property is taxed as agricultural land.

**WOONERF** - A composite treatment of a street or group of streets. The changes in travelled way alignment, narrowings, contrasts in paving materials, use of planters, walls, benches, bollards, mounds, parking areas and landscape have no single set pattern; they are not designed for individual impacts on traffic but rather for the impact when the street is perceived as a whole by the driver. Equally important is the concept of the street as an integrated area - a shared space for multiple uses - as contrasted to the traditional segregation of driving, parking and pedestrian activities on the ordinary street.

**ZERO LOT LINE** - The location of a building on a lot in such a manner that one or more of the building's sides rest directly on a lot line.

**L10, L50, L90** - The A-weighted noise levels that are exceeded 10%, 50%, and 90% of the time during the measurement period.





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## **Appendix**

# **Housing Element — Part II Supplemental Background Information**







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## HOUSING ELEMENT - BACKGROUND PART II

This is the second part of the background section of the housing element. It contains detailed demographic data on Walnut Creek (population, households and household characteristics). Also included is a vacant land inventory and a complete discussion of the programs the City intends to pursue to ensure adequate housing opportunities for existing and future residents.

### A. POPULATION CHARACTERISTICS

The following sections contain information on the population, household, and housing characteristics of the Walnut Creek community. Much of the data presented is based on 1980 Census results; however, in some cases, more current information is used.

An analysis of the City's demographic trends is an important step in the development of the housing element for it identifies areas of need and establishes a statistical base from which effective housing policies can be designed.

#### 1. Population Trends

The 1980 Census reported a total population of 53,643 in Walnut Creek.<sup>1</sup> This figure represents a 34.6% increase in population during the preceding decade. Population updates issued by the Department of Finance estimate Walnut Creek's 1987 population at 62,538, a 16.6% increase during the seven years since the 1980 Census.

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<sup>1</sup> The Department of Finance has since revised this figure to 54,033 based on more accurate information supplied by the City of Walnut Creek. For consistency purposes, however, the ensuing analysis of population and household characteristics will use the original 1980 Census figure.

Table 1 below compares population growth trends of Walnut Creek and Contra Costa County.

Table 1  
Population Trends

|                      | 1970  | Projected<br>1980 | 1988  | 1995                 |
|----------------------|---|-------------------|---|----------------------|
| City of Walnut Creek | 39,844  | 53,643            | 62,538  | 71,345 <sup>2</sup>  |
| Contra Costa County  | 555,244                                       | 656,380           | 753,456                                       | 847,820 <sup>3</sup> |
|                      | 1970-1980<br>Average Annual<br>Percent Change |                   | 1980-1988<br>Average Annual<br>Percent Change |                      |
| City of Walnut Creek | 3.5   |                   | 1.9   |                      |
| Contra Costa County  | 1.8   |                   | 1.7   |                      |

## 2. Racial and Ethnic Distribution

Walnut Creek's population is predominantly white (93.7%), with blacks, Asians and Native Americans accounting for 0.8%, 3.9%, and 0.2%, respectively, of the City's total population. A comparison of these 1980 figures with 1970 Census data reveals that the non-white population as a segment of the total population has increased threefold from 2% to 6.3%.

## 3. Age and Gender

The population of Walnut Creek has a relatively high median age (39.6 years) when compared with the population of Contra Costa County (31.5 years). Walnut Creek's high median age can be attributed to a smaller proportion of persons under age 18 and a sizable percentage of persons over age 60, many of whom reside in Rossmoor, a local retirement community. As Table 2 illustrates, the distribution of males and females is approximately equal in each age category except the "60 and over" group, in which women represent 64% of the total.

<sup>2</sup>The 1995 population estimate assumes a continuation of the 1.9% growth rate between 1980 and 1988.

<sup>3</sup>The 1995 population estimate assumes a continuation of the 1.7% growth rate between 1980 and 1988.



Table 2  
Population by Age  
City of Walnut Creek

| Age               | Total          | Male           | Female         |
|-------------------|----------------|----------------|----------------|
| Under 18          | 11,002 (20.5%) | 5,599 (51.0%)  | 5,403 (49.0%)  |
| 18 - 29           | 8,711 (16.2%)  | 4,367 (50.0%)  | 4,344 (50.0%)  |
| 30 - 44           | 11,003 (20.5%) | 5,284 (48.0%)  | 5,719 (52.0%)  |
| 45 - 59           | 9,443 (17.6%)  | 4,655 (49.0%)  | 4,778 (51.0%)  |
| 60 and Over       | 13,484 (25.1%) | 5,013 (37.0%)  | 8,471 (63.0%)  |
| TOTAL             | 53,643 (100%)  | 24,928 (46.5%) | 28,715 (53.5%) |
| Median Age        |                |                |                |
| 1988 <sup>4</sup> | 39.6           | 36.9           | 42.1           |
| 1980              | 39.6           | 36.9           | 42.1           |
| 1970              | 33.6           | 31.9           | 35.1           |

<sup>4</sup> The 1988 population estimates are based on 1980 census data updated by using a straight-line projection.

## B. HOUSEHOLD CHARACTERISTICS

### 1. Number and Average Household Size

In 1980, the City of Walnut Creek was comprised of 23,409 households. Of this total, 61.7% (14,516) were family households, and 38.3% (8,962) were non-family households (a householder living alone or only with persons not related to him or her). Persons in group quarters (non-household) accounted for 1.4% of the City's total population.

Walnut Creek's average household size in 1980 was 2.29, an 18.5% decrease since 1970 when households contained an average of 2.81 persons.

The Department of Finance has estimated that, as of January 1988, Walnut Creek contained approximately 29,036 households at an average size of 2.183 persons per household. This represents a 15.6% increase in the number of households and a 4.9% decline in the City's average household size since 1980.

### 2. Household Type and Size

In 1980, married couple families constituted the largest sector of the household population (54.3%). Of these 12,704 married couple families, 39.4% had children under age 18.

Single-person households represented the second largest household subgroup (32.3%). Of these 7,559 persons living alone, 51.8% were 60 years of age or older.

Single-parent families accounted for 7.4% of Walnut Creek's household population in 1980. Single females headed 1,312 (76.2%) of these families.

Households containing two or more unrelated individuals comprised 6.0% of Walnut Creek's 1980 household population. One hundred thirty-one (9.3%) of these non-family households included persons 60 years or older.

Assuming the same household population percentages, in 1988 married couples with children accounted for 15,767 (54.3%) households; single-persons 9,379 (32.3%); single-parent families 2,148 (7.4%); and households containing two or more unrelated individuals comprised 1,742 (6.0%) of Walnut Creek's 1988 household population.

Table 3  
Household Size by Housing Type and Tenure (1980)

| Persons Per Unit     |             |             |             |           |           |
|----------------------|-------------|-------------|-------------|-----------|-----------|
| 1                    | 2           | 3           | 4           | 5         | 6 or more |
| <u>SINGLE-FAMILY</u> |             |             |             |           |           |
| <u>Owner:</u>        |             |             |             |           |           |
| 1,174 (77%)          | 3,447 (85%) | 2,000 (85%) | 2,295 (89%) | 972 (91%) | 465(100%) |
| <u>Renter:</u>       |             |             |             |           |           |
| 358 (23%)            | 591 (15%)   | 350 (15%)   | 286 (11%)   | 102 (9%)  | 0 (0%)    |
| <u>Total:</u>        |             |             |             |           |           |
| 1,532                | 5,038       | 2,350       | 2,581       | 1,074     | 465       |
| <u>MULTIFAMILY</u>   |             |             |             |           |           |
| <u>Owner:</u>        |             |             |             |           |           |
| 2,461 (41%)          | 2,591 (55%) | 72 (18%)    | 34 (33%)    | 25 (50%)  | 10(48%)   |
| <u>Renter:</u>       |             |             |             |           |           |
| 3,560 (49%)          | 2,156 (45%) | 333 (82%)   | 69 (67%)    | 25 (50%)  | 11(52%)   |
| <u>Total:</u>        |             |             |             |           |           |
| 6,021                | 4,747       | 405         | 103         | 50        | 21        |
| <u>TOTAL</u>         |             |             |             |           |           |
| <u>Owner:</u>        |             |             |             |           |           |
| 3,635 (48%)          | 6,038 (69%) | 2,072 (75%) | 2,329 (87%) | 997 (89%) | 475(98%)  |
| <u>Renter:</u>       |             |             |             |           |           |
| 3,918 (52%)          | 2,747 (31%) | 683 (25%)   | 355 (13%)   | 127 (11%) | 11 (2%)   |
| <u>Total:</u>        |             |             |             |           |           |
| 7,553                | 8,875       | 2,755       | 2,684       | 1,124     | 486       |



### 3. Income

In reporting income statistics, the Census employs a variety of methods. Income can be calculated on the basis of household type (e.g. total households or family households only) and is generally reported in terms of median or mean (average) figures.

Family households are a subset of the total household population. Because families typically have higher incomes per household than households composed of single or unrelated individuals, family income figures reported in the Census are higher than household income figures, which reflect the income of the entire population.

In 1980, the Census reported that Walnut Creek's median and average household incomes were \$24,813 and \$28,760, respectively. In comparison, the City's 1980 median and average family incomes were \$32,317 and \$34,925.

As a basis for establishing affordability guidelines for its housing programs, Walnut Creek has used the median household income figure for the PMSA (Alameda and Contra Costa County) instead of the City, to reflect region-wide housing needs. In 1980, the county median household income was \$22,870, approximately 7.8% lower than the comparable City figure. From this median income figure, government agencies generally compute four income categories (based on 1980 figures):

Very low-income (less than 50% of median) - \$11,435

Low-income (50% to 80% of median) - \$11,435-\$18,296

Moderate-income (80% to 120% of median) - \$18,296-\$27,444

Above moderate-income (greater than 120% of median) - \$27,444

Table 4 illustrates the number of Walnut Creek households and families within each income category.

Table 4  
Household and Family Income

| Income <sup>1</sup><br>Category | %     | Households |                   | %     | Families |                   |
|---------------------------------|-------|------------|-------------------|-------|----------|-------------------|
|                                 |       | 1979       | 1988 <sup>2</sup> |       | 1979     | 1988 <sup>2</sup> |
| Very Low                        | 20.3  | 4,752      | 5,894             | 9.6   | 1,393    | 1,728             |
| Low                             | 15.7  | 3,675      | 4,559             | 11.0  | 1,597    | 1,980             |
| Moderate                        | 19.6  | 4,588      | 5,691             | 18.6  | 2,700    | 3,349             |
| Above Moderate                  | 44.4  | 10,394     | 12,892            | 60.8  | 8,826    | 10,945            |
| TOTAL                           | 100.0 | 23,409     | 29,036            | 100.0 | 14,516   | 18,002            |

<sup>1</sup> In its projection of regional housing needs by income category, the Association of Bay Area Governments uses a median income figure that is based on the City, County and Bay Area regional median income (refer to discussion in Future Housing Needs section). The housing needs analysis for Walnut Creek, however, is based on the County median household income because it more closely reflects the actual income characteristics of the City's residents.

<sup>2</sup> The 1988 estimates are based on 1980 census data updated by using a straight-line projection.

## Family Income

Table 5 illustrates that relatively fewer large families (5 or more members) are in the low- and moderate-income categories than smaller sized families.

Table 5  
Family Income in 1979 by Family Size

| Family Size | Total Families | Median Family Income | Very Low Income | Low Income | Moderate Income | Above Moderate Income |
|-------------|----------------|----------------------|-----------------|------------|-----------------|-----------------------|
| 2           | 7,778 (54%)    | \$27,444             | 13.3%           | 15.0%      | 21.5%           | 50.1%                 |
| 3           | 2,576 (18%)    | \$34,847             | 8.4%            | 9.4%       | 15.8%           | 66.4%                 |
| 4           | 2,552 (17%)    | \$37,474             | 3.4%            | 5.1%       | 15.4%           | 76.1%                 |
| 5           | 1,166 (8%)     | \$40,927             | 3.4%            | 5.7%       | 13.0%           | 77.9%                 |
| 6           | 345 (2%)       | \$41,180             | 4.6%            | 6.1%       | 6.4%            | 82.9%                 |
| 7+          | 99 (1%)        | \$45,536             | 0.0%            | 7.1%       | 10.1%           | 82.8%                 |
| TOTAL       | 14,516 (100%)  |                      |                 |            |                 |                       |

(The 1988 family income limits prepared by HUD for the Oakland Primary Metropolitan Statistical Area [PMSA] are listed in Table 17 at the end of this document.)

## 4. Household Payments for Housing

The California Department of Housing and Community Development defines housing payments which exceed 25% of an occupant's income to be above what a household, on the average, can reasonably afford. In this analysis, however, thresholds of 25%, 30% and 35% for lower-income, moderate-income and higher-income groups are used to present overpayment statistics which more realistically represent a financial hardship to the household.

### a. Renters

In 1980, 54.1% of all renters devoted over 25% of their income to rental payments. Seventy-two percent of all low-income renters and 95% of all very low-income renters pay in excess of 25% of their income to rent. Moderate-income and above moderate income households, however, experienced significantly lower rates of overpayment: 24.4% and 7.1% of moderate-income and above moderate-income residents overpaid 30% and 35%, respectively.

It is likely that in 1988 approximately one-half of all renters are still devoting over 25% of their income to rental payments. A rough comparison between 1980 and 1988 indicates that the median income for a two-person family has increased by 17% (from \$27,444



to \$32,125), while the rent for a 2-bedroom apartment has increased by 61% (from an average of \$325 to \$525). Renters are either paying a larger portion of their income for rental payments, or they are living with more people per unit to reduce the cost.

Table 6  
Overpayment Among Renters  
(1980)

| Income              | Percent of Households in Each Income <sup>3</sup><br>Category Overpaying by Each Amount |        |            |
|---------------------|---|--------|------------|
|                     | 25-29%  | 30-34% | 35% & Over |
| Less than \$5,000   | 1.6   | 0.0    | 95.6       |
| \$ 5,000 - \$ 9,999 | 2.6   | 4.3    | 88.7       |
| \$10,000 - \$14,999 | 29.7  | 23.7   | 34.9       |
| \$15,000 - \$19,999 | 29.4  | 12.2   | 8.3        |
| \$20,000 - \$29,999 | 14.2  | 2.7    | 1.8        |
| \$30,000 - \$39,999 | 1.3   | 0.7    | 0.0        |
| \$40,000 - \$49,999 | 0.0   | 0.0    | 0.0        |
| \$50,000 - \$74,999 | 0.0   | 0.0    | 0.0        |
| \$75,000 & over     | 0.0   | 0.0    | 0.0        |
| All Incomes         | 14.3%   | 7.8%   | 32.0%      |

b. Owners

Payments in excess of 25% of income among owners is less pervasive than among renters. However, like renters, the incidence of "overpayment" among owners is concentrated among the lower income groups. While 30.1% of all owners pay over 25% of their income for housing, the largest share of overpayment occurs among very low-income households (below \$11,435) 76.1% of whom overpay by 25%. Forty-five percent of all low-income owners (below \$18,296) contribute over 25% of their income to housing. Moderate-income (up to \$27,444) and above moderate-income owners overpay to a greater degree than renters in the same income group; 39.5% and 22.1% of all moderate-income and above moderate-income households pay over 30% and 35%, respectively.

<sup>3</sup> The overpayment percentage amounts (25-29%; 30-34%; 35% and over) are mutually exclusive categories. Summation of the three percentage figures in each overpayment category would, therefore, yield the total percent of households in each income category who pay over 25% of their income to housing.

Table 7  
Overpayment Among Owners  
(1980)

| Percent of Households in Each Income Category Overpaying by Each Amount <sup>3</sup> |        |        |            |
|--|--------|--------|------------|
| Income   | 25-29% | 30-34% | 35% & Over |
| Less than \$5,000  | 4.0    | 13.9   | 82.1       |
| \$ 5,000 - \$ 9,999  | 6.5    | 6.7    | 57.1       |
| \$10,000 - \$14,999  | 13.4   | 15.3   | 31.0       |
| \$15,000 - \$19,999  | 7.2    | 9.7    | 27.2       |
| \$20,000 - \$29,999  | 11.6   | 7.7    | 19.9       |
| \$30,000 - \$39,999  | 14.4   | 7.7    | 9.4        |
| \$40,000 - \$49,999  | 13.2   | 7.9    | 3.0        |
| \$50,000 - \$74,999  | 4.8    | 0.8    | 1.1        |
| \$75,000 & over  | 1.5    | 0.0    | 1.1        |
| All Incomes  | 10.4   | 6.7    | 13.0       |

Escalating housing costs and rental increases in Walnut Creek, together with the scaling back of the Federal Section 8 housing program (described in more detail in the "Housing and Implementation Programs" section), have resulted in financial hardships for lower income residents, particularly seniors, young working families and large families with one wage earner. Some residents are able to be served by existing programs. Seniors who are paying a large proportion of their income for housing are often referred to subsidized housing or shared housing programs. Young families who cannot afford to buy a home, and who need assistance with producing the first month's rent and security deposit, are requesting temporary financial assistance from local housing groups. In some cases, it is necessary for them to move away from the cities they grew up in to live in more affordable areas. Large families, particularly those with one wage earner who is manually skilled, cannot afford the high rental costs in Walnut Creek and either live in overcrowded conditions, or move to more affordable areas. The "Housing and Implementation Programs" section includes programs which are currently operating or will be encouraged or implemented to assist each of these need areas.

<sup>3</sup> The overpayment percentage amounts (25-29%; 30-34%; 35% and over) are mutually exclusive categories. Summation of the three percentage figures in each overpayment category would, therefore, yield the total percent of households in each income category who pay over 25% of their income to housing.

## C. HOUSING CHARACTERISTICS

### 1. Number of Housing Units

In 1980, Walnut Creek contained 24,750 year-round units, 99.9% of which were site-built dwellings and 0.1% of which were mobile/manufactured homes.<sup>1</sup> Between April 1980 and December 1987 4,286 units were added to the City's housing stock.<sup>2</sup> New construction accounted for 2,039 of these additional units, while 2,361 were gained through annexations; and 114 units were demolished. As of January 1988, there were 29,036 housing units in Walnut Creek.<sup>3</sup>

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<sup>1</sup> The Department of Finance has since revised this figure to 24,750 in response to more accurate information supplied by the City of Walnut Creek. The original 1980 Census figure was 24,405.

<sup>2</sup> New construction, annexation and demolition information is obtained from the City of Walnut Creek Annual Housing Unit Report.

<sup>3</sup> The Department of Finance estimated that Walnut Creek contained 29,036 housing units as of January 1988.



Table 8  
Housing Unit Changes  
1980-1988

|   |        | New Construction |       | Annexations |       | Demolitions |       | Total         | Housing       | Units         |
|---|--------|------------------|-------|-------------|-------|-------------|-------|---------------|---------------|---------------|
|   |        | Single           | Multi | Single      | Multi | Single      | Multi | Single        | Multi         | TOTAL         |
| <b>Jan. 1, 1980</b>                               |        |                  |       |             |       |             |       | <b>12,505</b> | <b>12,245</b> | <b>24,750</b> |
| From:   | 4-1-80 |                  |       |             |       |             |       |               |               |               |
| To:   | 1-1-81 | 128              | 54    | 142         | 736   | 5           |       | 265           | 790           | 25,805        |
| From:   | 1-1-81 |                  |       |             |       |             |       |               |               |               |
| To:   | 1-1-82 | 158              |       | 2           |       | 9           |       | 151           |               | 25,956        |
| From:   | 1-1-82 |                  |       |             |       |             |       |               |               |               |
| To:   | 1-1-83 | 21               | 80    | 222         |       | 5           |       | 238           | 80            | 26,274        |
| From:   | 1-1-83 |                  |       |             |       |             |       |               |               |               |
| To:   | 1-1-84 | 107              |       |             |       | 22          |       | 85            |               | 26,359        |
| From:   | 1-1-84 |                  |       |             |       |             |       |               |               |               |
| To:   | 1-1-85 | 187              | 34    | 103         |       | 12          |       | 278           | 34            | 26,671        |
| From:   | 1-1-85 |                  |       |             |       |             |       |               |               |               |
| To:   | 1-1-86 | 374              | 28    | 17          | 508   | 22          |       | 369           | 536           | 27,576        |
| From:   | 1-1-86 |                  |       |             |       |             |       |               |               |               |
| To:   | 1-1-87 | 213              | 406   | 591         |       | 23          |       | 781           | 406           | 28,763        |
| From:   | 1-1-87 |                  |       |             |       |             |       |               |               |               |
| To:   | 1-1-88 | 147              | 140   | 2           |       | 16          |       | 133           | 140           | 29,036        |
| <b>Totals</b>                                     |        |                  |       |             |       |             |       |               |               |               |
| From:   | 1-1-80 |                  |       |             |       |             |       |               |               |               |
| To:   | 1-1-88 | 1,335            | 742   | 1,079       | 1,244 | 114         |       | 2,300         | 1,986         |               |
|   |        |                  |       |             |       |             |       | Single        | Multi         |               |
|   |        |                  |       |             |       |             |       | Family        | Family        | Total         |
| <b>Jan. 1, 1988 Estimated Total Housing Units</b> |        |                  |       |             |       |             |       | <b>14,805</b> | <b>14,231</b> | <b>29,036</b> |

Source: Department of Finance Annual Summary Report

Between 1970 and 1980, the housing stock increased at an average annual rate of 6.7%. However, since 1980, the annual growth rate has been significantly slower, averaging 2% per year. This slow-down can be attributed in large part to the economic recession in the early 1980's which seriously curtailed activity in the housing industry throughout the state.

## 2. Type and Tenure

Approximately half (50.4% of Walnut Creek's 1980 housing stock) consisted of single family dwellings. Duplexes, triplexes and fourplexes represented 12.5% of the total housing stock, while dwellings in structures with five or more units comprised 37% of the housing in Walnut Creek. Only 0.1% of the housing units were mobile homes.

In 1980, the Walnut Creek housing stock consisted of approximately 2/3 ownership units and 1/3 rental units. Condominium units represented 23.4% (5,710 units) of the year-round housing stock, with approximately 82.9% owned and 17.1% rented.

Between 1980 and December 1987 the net gain in single family and multifamily units totalled 2,300 and 1,986 respectively, bringing the current single-family and multifamily totals to 14,805 (51%) and 14,231 (49%) respectively. (The 5,900 units in Rossmoor account for 41% of the multifamily housing units.) Since 1980, therefore, the City has maintained essentially the same distribution of single-family and multifamily units with only a slight shift toward more multifamily units.

## 3. Vacancy

Vacancy rates are reported by several sources, and, while each uses a different methodology, it is useful to present the results of each for purposes of comparison.

According to the 1980 Census, the market vacancy rate in Walnut Creek (e.g. vacant units for sale or for rent) was 2.9%. Of the 707 vacant available units, 40.5% were ownership units and 59.5% were rental units.

The 1980 rental vacancy rate was 5.1% while the vacancy rate of ownership units was 1.8%. The following formula illustrates how Walnut Creek's market vacancy rate compares with its ideal vacancy rate defined by the Department of Housing and Community Development.

|                            |   |                              |   |                                  |   |                                    |   |                          |
|----------------------------|---|------------------------------|---|----------------------------------|---|------------------------------------|---|--------------------------|
| Percent of<br>Rental Stock | x | Ideal Rental<br>Vacancy Rate | + | Percent of<br>Ownership<br>Stock | x | Ideal<br>Ownership<br>Vacancy Rate | = | Ideal<br>Vacancy<br>Rate |
| (34.3%                     | x | 6%)                          | + | (65.7%                           | x | 2%)                                | = | 3.4%                     |

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<sup>4</sup> As of January 1988, Walnut Creek contained 14,805 single-family units and 14,231 multifamily units according to Department of Finance estimates. (Eleven mobile homes are included in the single-family total.)

Walnut Creek's actual market vacancy rate of 2.9% is, therefore, about 15% lower than its ideal vacancy rate. The City, however, has a slightly higher vacancy rate than that of Contra Costa County whose 1980 market vacancy rate was 2.7%.

**Table 9**  
**Vacancy Rate-1980**

|                      | <u>Market</u> | <u>Ideal</u> |
|----------------------|---------------|--------------|
| City of Walnut Creek | 2.9%          | 3.4%         |
| Contra Costa County  | 2.7%          | 3.3%         |

The condominium vacancy rate was 5.2% in 1980, and the vacancy rate of ownership condominium units was 3.1%.

The 1987 vacancy rate of 2.88% is not that much different than the 2.9% market rate reported in 1980, but it is still less than the ideal vacancy rate of 3.4%.

The Federal Home Loan Bank Board (FHLBB) also makes annual estimates of residential vacancy rates; however, the methodology of its survey differs from that of the Census in that vacancy is calculated on the basis of type of unit rather than tenure. In 1987, FHLBB reported an overall vacancy rate of all housing types of 2.6%. The 1987 vacancy rate of single-family units was 1.4%, while the multifamily vacancy rate was 5.3%.

#### 4. Overcrowding

##### a. Units

Overcrowded housing is defined as units with more than one inhabitant per room, excluding the kitchen and bathrooms. In 1980, the overall incidence of overcrowding in Walnut Creek was 0.7% (155 units). Of these overcrowded units, 98 (63%) were renter-occupied and 57 (37%) were owner-occupied.

The rate of overcrowding among rental units was 1.2%; among ownership units the overcrowding rate was 0.4%.

##### b. Persons in Overcrowded Units

In 1980, a total of 737 persons lived in overcrowded conditions, 389 (53%) of whom were renters. Overcrowded homes contained an average of 4.8 persons per home for all units. The average household size of overcrowded rental and ownership units was 4.0 and 6.1 respectively.



Overcrowding does not appear to be a major problem in Walnut Creek. Many of the new single family homes constructed contain at least three bedrooms which are suitable for larger families. New condominiums have been built with two and three bedrooms; and apartments contain studios, one- and two-bedroom units.

Affordability is the main issue. While larger homes are available; they are not necessarily affordable to the groups which need them the most. Housing costs and rents are higher in Walnut Creek than in some of the surrounding communities. According to Housing Alliance and the Contra Costa County Housing Authority, people who cannot afford to live in Walnut Creek move to other communities rather than live in crowded conditions in existing housing. The provision of larger, more affordable housing units would help to reduce overcrowding for lower income families.

5. Age

Walnut Creek's housing stock is relatively new. Combining information from the 1980 Census and City permit records for 1980-1987 indicates that 84% of the City's housing is less than 25 years old. Units constructed between 1940 and 1960 represent 14% of the housing, while less than 2% of the units were built prior to 1940.

6. Condition

Not surprisingly, Walnut Creek's housing stock is in extremely good condition. According to Building Code Enforcement, approximately 75 single family homes (0.1%) show visible signs of exterior deterioration beyond routine repair and maintenance and will eventually need to be replaced. Some of these are uninhabitable or boarded up; others are currently occupied and proposed for demolition for redevelopment of the site. Most of the units identified as substandard, with the exception of a few major rehabilitation and "tear-down" candidates, require only minor repairs.

One of the programs implemented in the 1986 Housing Element was a code enforcement inspection of apartment buildings in selected sections of the Core Area. A Code Enforcement Officer was hired in April 1987 and began the survey. As of May 1988, 271 buildings, containing 1,089 units were inspected (60% of the total in the survey). Over 600 violations were noted and almost all repairs have been remedied. Exterior repairs were needed for second level walkways, balconies, retaining walls and roofs. Interior violations included improperly installed water heaters, faulty electrical wiring and plumbing problems. Six illegal units were also detected which have subsequently been removed. A total of \$2.8 million of private funds has been spent on repairing and improving the multiple family housing stock in Walnut Creek.

## 7. Housing Costs and Values

### a. Ownership and Housing

According to the 1980 Census, the median housing unit value in Walnut Creek was \$135,000. Owner-occupied condominium and non-condominium units had median values of \$88,000 and \$139,000 respectively. Housing values in Walnut Creek were considerably higher than those in Contra Costa County, in which the overall median value was \$94,600. The median condominium value was \$87,000, and the median non-condominium value was \$94,400 in Contra Costa County in 1980. (Walnut Creek contains 42.3% of the County's condominium units yet only 6.4% of the County's single-family units.) The 1980 median value represents a 276% increase over the 1970 median value of \$37,000 for owner-occupied single-family homes. This increase is just slightly higher than the 267% increase in housing prices experienced by the County from 1970 to 1980. Table 10 correlates housing unit value with monthly owner costs for owner-occupied non-condominium housing units.

Sales prices for single-family detached and condominium units have escalated considerably since 1980. In February 1989, the Contra Costa Times reported that in Contra Costa County the resale of an existing three bedroom, two bath single-family home ranged in median price from \$133,000 (Pittsburg) to \$439,500 (Blackhawk). The median price of a two bedroom, two bath condominium ranges in price from \$78,000 (Pittsburg) to \$395,000 (Orinda).

Table 10  
Sales Prices - 1989 \*

| City          | Single-Family Residences<br>3 bed/2 bath<br>(square feet) | 4 bed/2 bath<br>(square feet)     | Condominium<br>2 bed/2 bath<br>(square feet) |
|---------------|---|-----------------------------------|--|
| Walnut Creek  | \$240,000<br>(1,750)                                      | \$300,000 <sup>1</sup><br>(2,200) | \$159,000<br>(1,500)                         |
| Blackhawk     | \$439,500 <sup>1</sup><br>(2,860)                         | \$504,000 <sup>2</sup><br>(3,575) | \$279,000 <sup>3</sup><br>(2,089)            |
| Concord       | \$180,000<br>(1,700)                                      | \$234,900<br>(2,250)              | \$ 90,000<br>(915)                           |
| Danville      | \$290,000<br>(1,900)                                      | \$345,000 <sup>1</sup><br>(2,440) | \$183,000<br>(1,496)                         |
| Lafayette     | \$285,000<br>(1,800)                                      | \$375,000 <sup>1</sup><br>(2,600) | \$175,000 <sup>1</sup><br>(1,530)            |
| Martinez      | \$195,000<br>(1,600)                                      | \$245,000 <sup>1</sup><br>(2,500) | \$107,500<br>(1,200)                         |
| Pittsburg     | \$133,000<br>(1,432)                                      | \$160,000<br>(1,900)              | \$ 78,000<br>(900)                           |
| Pleasant Hill | \$185,000<br>(1,500)                                      | \$275,000 <sup>1</sup><br>(2,200) | \$128,000<br>(1,130)                         |
| San Ramon     | \$210,000<br>(1,350)                                      | \$345,000 <sup>2</sup><br>(2,500) | \$140,000<br>(1,400)                         |

- 
- 1. 2 1/2 baths
  - 2. 3 baths
  - 3. 3 bedrooms

\* Source: Coldwell Banker Residential Real Estate Services, Feb. 1989



According to the "General Plan Market & Jobs/Housing Study"<sup>5</sup> there is also a demand in Walnut Creek for larger, more expensive "executive" homes. Recent new construction has been meeting this demand with homes ranging in size from 3,000 to 5,000 square feet and selling for \$300,000 and more. Over the past four years, approval has been granted for the construction of approximately 75 of these homes.

b. Rental Housing

In 1980 the median contract rent in Walnut Creek was \$318, however, the median gross rent was \$337.<sup>6</sup> These rent values are approximately 15% to 20% higher than the county median contract and gross rent figures of \$265 and \$294. (Walnut Creek contains 10.4% of the countywide rental housing stock.) Walnut Creek's median contract rent represents a 95.1% increase over the 1970 value. The increase in the median contract rent in Walnut Creek was below the comparable County increase of 114%. Table 11 presents gross rent values correlated with number of bedrooms for renter-occupied housing units.

Table 11  
Gross Rent (1980)

| Gross<br>Rent (\$) | Bedrooms |     |     |     |     |    | Total<br>Units |
|--------------------|----------|-----|-----|-----|-----|----|----------------|
|                    | 0        | 1   | 2   | 3   | 4   | 5+ |                |
| 0-99               | 0        | 68  | 3   | 0   | 0   | 0  | 71             |
| 100-149            | 13       | 49  | 9   | 0   | 0   | 0  | 71             |
| 150-199            | 29       | 59  | 60  | 0   | 11  | 0  | 159            |
| 200-249            | 30       | 398 | 125 | 0   | 0   | 0  | 553            |
| 250-299            | 60       | 963 | 546 | 20  | 0   | 0  | 1,589          |
| 300-349            | 46       | 781 | 956 | 64  | 7   | 0  | 1,854          |
| 350-399            | 30       | 428 | 671 | 25  | 16  | 0  | 1,170          |
| 400-499            | 51       | 108 | 910 | 219 | 6   | 3  | 1,297          |
| 500+               | 58       | 32  | 174 | 455 | 160 | 12 | 891            |

<sup>5</sup> Economic and Planning Systems, Inc., General Plan Market and Jobs/Housing Study, Berkeley, California, July 1988.

<sup>6</sup> Contract rent is defined as the rent asked for the unit, while gross rent includes contract rent plus any payments for utilities, maintenance, etc.

Walnut Creek's 1988 rental rates are considerably higher than those reported in 1980. Apartments range from \$490 per month for a studio to \$764 per month for three bedrooms. Condominiums and townhouses range from \$598 to \$1,095 per month for one to three bedrooms, and single-family detached units rent from \$932 to \$1,349 per month for two to four bedroom homes. Compared with nearby communities in the county, Walnut Creek's rental rates are generally higher than those in Concord, Pleasant Hill or Martinez and generally somewhat lower than those in Danville or San Ramon.

Table 12 provides average rental rates and rent ranges for six Contra Costa County communities. These figures are not directly comparable to Census data because the sample is small and represents the rent amount asking and not the actual rent paid.

Table 12  
Average Rental Rates (September 1988)\*

| No. of<br>Bedrooms           | Walnut<br>Creek | Concord | Pleasant<br>Hill | Martinez | Danville | San<br>Ramon |
|------------------------------|-----------------|---------|------------------|----------|----------|--------------|
| <hr/>                        |                 |         |                  |          |          |              |
| Apartments                   |                 |         |                  |          |          |              |
| 0                            | 490             | -       | -                | -        | 475      | -            |
| 1                            | 525             | 467     | 526              | 474      | 645      | -            |
| 2                            | 648             | 540     | 578              | 572      | -        | 600          |
| 3                            | 764             | 692     | -                | -        | -        | -            |
| Condos/<br>Townhouses        |                 |         |                  |          |          |              |
| 1                            | 598             | 531     | -                | -        | -        | -            |
| 2                            | 760             | 663     | 752              | 731      | 930      | 841          |
| 3                            | 1,095           | 803     | 1,058            | 975      | 1,173    | -            |
| Single<br>Family<br>Detached |                 |         |                  |          |          |              |
| 2                            | 932             | 736     | -                | 695      | 1,194    | -            |
| 3                            | 1,126           | 896     | 1,076            | 920      | 1,202    | -            |
| 4                            | 1,349           | 1,116   | 1,253            | -        | 1,933    | 1,337        |

\* Derived from rental listings in local newspaper, Home Finders of Pleasant Hill and Coldwell Banker



## D. POPULATION GROUPS WITH SPECIAL HOUSING NEEDS

The preceding analysis of population, household and housing characteristics identified several population subgroups with unique housing needs warranting special discussion in the housing element. While the needs of these groups are not intended to be the sole focus of the City's housing policies, the housing element must recognize these groups in order for housing policy to adequately address their respective needs. In Walnut Creek the following groups require special housing opportunities:

- Low-income families
- Moderate-income families
- Female-headed families with children
- Elderly persons
- Disabled persons
- Large families
- Persons requiring temporary shelter
- Persons displaced as a result of public activities
- Farmworkers

### 1. Low-Income Families

In 1980 20.6% (2,996) of Walnut Creek's families were low-income, that is, their household incomes were below 80% of the county median income of \$22,870. Almost half (46.7%) of these low-income families were in the very low-income category, earning less than 50% of the county household median income.

If these families devoted no more than 25% of their monthly income to housing, the maximum monthly payment would be \$442. According to 1980 Census data, 55.7% of Walnut Creek's 7,760 renter households were low-income, and 72% of those low-income renters paid over \$442 per month for rent. Of the City's 15,649 owner households, 26.2% were low-income, and 45% of those low-income owners paid over 25% of their income toward monthly housing payments.

Providing an adequate supply of low cost housing affordable to lower-income families is a critical issue to which City housing policy should be addressed.

### 2. Moderate-Income Families

Moderate-income families, households earning between 80% and 120% of the county median income, represented 18.6% (2,696) of all families in Walnut Creek in 1980. Assuming that moderate-income families can afford to devote up to 30% of their income for housing, the maximum monthly payment would be \$795. This amount, however, would pay for the monthly costs of a home priced at only \$64,000, considerably less than the 1980 median housing unit value of \$135,000.

Because the value of median priced housing has risen at a disproportionately faster rate than median income levels, fewer moderate-income families, many of whom are first-time homebuyers, are able to afford moderately priced homes. City housing policy should reflect the affordable housing needs of moderate-income families in Walnut Creek.

### 3. Female-Headed Families with Children

According to the 1980 Census, 1,312 female-headed families resided in Walnut Creek, 59.3% (778) of which included children under age 18. Female-headed families comprised 13.0% of all families with children in Walnut Creek.

The median income of female headed families with children was substantially lower than the overall median household and family incomes in 1980. Single mothers with children under age six had a median income of \$12,803, and those with children age six to seventeen had a median income of \$14,123. In comparison, married couples with children under six and between six and seventeen had median incomes of \$32,478 and \$26,625, respectively.

Female-headed families in poverty represented 21.1% of all female-headed families and 64.1% of all families with children in poverty.

Assuming that female-headed families should not contribute in excess of 25% of their income for housing (\$267 to \$294 per month), over 68.6% of Walnut Creek's female-headed families overpaid for housing in 1980.

According to the local housing authorities, not many female-headed families with children can afford to live by themselves in Walnut Creek, due to the high rental and housing costs, unless they have well-paying professional jobs. Those who do not have the skills to adequately support themselves will either share housing or move to another community where housing is more affordable. An increase in the number of affordable family housing units will provide more opportunities for female-headed households.

### 4. Elderly Persons

Persons age 60 and older represent a significant share of Walnut Creek's total population (25.1%). Within this age group, 37.4% are age 60 to 69, 42.4% are age 70 to 79, and 20.2% are age 80 and older. The average income of families whose householder was over age 64 was 26,790 in 1980, 23% lower than the overall average family income of \$34,924 in Walnut Creek. In 1980, elderly persons in poverty (60 years and older) represented 25.8% of all persons in poverty and 17.7% of all elderly persons.

The special needs of the elderly are not only financial. Recent studies have shown that seniors are living longer and as they age require some form of assisted living care when they are no longer able to, or wish to, live independently. To address these needs housing for seniors is changing and we now see more congregate living, residential care, and skilled nursing facilities. These senior housing facilities will be discussed in more detail in the Existing Housing and Housing Programs sections.

## 5. Disabled Persons

1980 Census data indicate that approximately 3.3% (1,464) of the City's population over age 15 had a disability which prevented those persons from using public transportation. The majority (75.4%) of the disabled population was 65 years or older. Elderly persons with a public transportation disability represent 12.1% of the City's elderly population, while disabled persons age 16 to 64 account for 1.1% of all persons in this age group.

The special housing needs of the disabled population are accessible and usable housing units, housing within convenient access of services, and special design features to mitigate the disability. State Law requires handicap provisions in all rental apartment units. All recent construction has incorporated these provisions. Casa Montego and Kensington Place, two recently constructed senior housing projects, have designated units in each project specifically for disabled tenants and have modified these units accordingly. To increase the number of units available to the disabled, the City will continue to recommend, when appropriate, that some multiple-family housing units be equipped for the disabled during project approval, and will amend the zoning code to allow density bonuses for construction of housing for the disabled.

## 6. Large Families

A family with five or more persons is considered a large family. In 1979 there were 1,610 large families, 11% of the total number of families. The majority of the large families had above moderate incomes with 21% reporting less than moderate incomes (up to \$27,444). There were 56 families with very low incomes, 94 with low incomes, and 184 reporting moderate incomes.

According to Housing Alliance, there are several large families in the area who are described as "borderline eviction." The principal wage earner is usually manually skilled and can barely afford the high cost of renting a home. Often large families live in older housing in overcrowded conditions, or they relocate to other more affordable areas.

It is recognized that Walnut Creek needs more affordable housing for all families and programs are included in the plan to address this need.



## 7. Persons Requiring Temporary Shelter

State legislation (AB 2579) enacted September 30, 1984 requires, among other provisions, local governments to assess in the housing element the need for temporary or emergency shelter in their community.

Identifying the homeless and persons requiring temporary shelter is somewhat difficult in Central Costa County because of the deficiency of shelters. Most of the information collected regarding the homeless is gathered at these shelters, or other places the homeless congregate. Since that information is not available, other sources of information have been used in an attempt to describe the needs of those requiring temporary shelter.

Between July and December 1988, Housing Alliance received 54 inquiries from individuals and families in Walnut Creek for rental assistance. While reports on the number of people who actually received funds were not available, it is generally assumed that if these people did not receive assistance, they would have to move out of their homes and relocate to another area or become homeless.

According to the Walnut Creek Police Department, there are 10 to 20 homeless people living in Walnut Creek. All are men ranging in age from 25 to 55 years old. Ten of the men are well-known to the police and have expressed a preference for the lifestyle they have chosen; i.e., when offered assistance in the past, they have refused. Others, on occasion, need assistance and are either helped by the police or are directed to the closest Salvation Army facility.

It is generally felt that existing programs conducted by the community's private organizations can adequately accommodate the existing need. If a greater need is identified, and the services currently being provided are no longer available, the City will identify a site for a shelter or a transitional housing facility. The City will review the zoning ordinance and designate zoning districts where emergency shelters and transitional housing facilities will be specifically permitted.

There are a number of private organizations in the area (churches, CARE, the Salvation Army) which provide temporary shelter to homeless persons. During the cold weather shelter is provided for up to 70 people per night in the Concord Armory, which is sufficient for the number of people currently using the facility. Although these organizations do not operate permanent facilities to temporarily house people, they do arrange overnight lodging in local motels which have agreed to participate. According to the shelter organizations contacted, the degree of assistance they provide varies. These organizations estimated that they assist in temporarily housing from two to three persons per month to two to three persons per week.

The City also contributes a portion of its Community Development Block Grant (CDBG) entitlement to assist agencies such as SHELTER, INC. and the Housing Alliance in their efforts to assist the homeless. For the past two years the City has given SHELTER, INC. money to operate a revolving loan program. This year SHELTER, INC. will receive \$60,000 from CDBG funds towards the purchase of an existing 15-unit apartment building where 50% of the units will be used for emergency housing.

CDBG funds are also contributed to the Battered Women's Alternatives program which assists women and children in a crisis situation to find temporary housing. Battered Women's Alternatives places women in safe homes for up to three days, or houses them in a shelter in Concord.

#### 8. Persons Displaced as a Result of Public Activities

Several public works projects will be carried out over the next 10 years. The major project affecting the City will be CALTRANS' I680/SR24 freeway widening improvements. It is estimated that 123 housing units will be affected. Fifty single family homes, 18 duplex units, six triplex units, and four apartment buildings containing 49 units will be acquired by CALTRANS by 1990.

CALTRANS offers relocation assistance to those households affected by the improvements. The agency offers help with looking for replacement homes and financing the moves.

Homes purchased by CALTRANS are offered for sale on the open market. Interested parties could purchase these homes and relocate them to vacant lots. The City should work with CALTRANS to encourage the relocation of structurally sound homes.

Construction of the South Broadway extension will require the acquisition of one home. The City will provide relocation assistance to that homeowner.

#### 9. Farmworkers

State law requires analysis of the special needs of farmworkers. Walnut Creek does not contain any land which is currently used for agricultural purposes, other than some land to the east which is used for grazing. Farming is not carried out here; no farmworkers appeared on the 1980 census, and, to the best of our knowledge, there are no farmworkers in Walnut Creek who require special housing assistance.

## E. HOUSING CONSTRAINTS

The purpose of this section is to discuss the factors which represent barriers to the production of housing in Walnut Creek. Constraints associated with government actions, market forces, and community sentiment are presented. Identification of these constraints enables the City to consider such facts in the implementation of its housing policies and to reduce the impact of these constraints.

### 1. Governmental Constraints

Local governments are empowered with the authority to regulate, among other things, the location, density, timing, and type of residential development which occurs in their jurisdiction. This authority is exerted several ways, from controlling land uses through zoning to levying fees and charges to pay for municipal improvements. While intended to protect the interests of local residents, local regulatory authority can have, at the same time, effects which present potential barriers to the production of housing. Local government actions and policies which may constrain housing in Walnut Creek are **zoning**, as a means of controlling land uses, development fees to meet the cost of facilities, **on and off site improvements**, the development review process, the enforcement of building and housing codes and Measure H residential density restrictions.

#### a. General Plan Land Use and Zoning Designations

Measure H, the traffic control initiative, will likely act as a constraint of most categories of new housing. The growth restrictions of Measure H will, in certain areas, regulate residential density more severely than the existing zoning, allowing fewer units to be built than the land use categories or zoning would allow. This restriction does not apply to housing which is legally limited to occupancy by seniors (aged 55 years and older for developments over 150 units; aged 62 years and older for developments less than 150 units), since senior housing is exempt from Measure H standards. This constraint could be eliminated if Measure H traffic level standards are attained in the future.

The City of Walnut Creek has established several General Plan land use categories and zoning districts to provide for residential growth at various appropriate density levels. The General Plan residential categories, described in the Community Development Element, specify allowable densities ranging from 0.1 to 6 units per acre for single-family homes and 6 to 50+ for multiple family units. Zoning could be a constraint to housing if the density categories are low in an area that could support higher density residential development. Zoning will be modified by Measure H restrictions.



The Municipal Code Zoning designations correspond to the General Plan density categories. Each zone specifies allowed or conditionally permitted land uses and sets forth property development standards such as maximum density, minimum lot size and setbacks, and building height requirements.

Planned development districts have no specific density criteria; however, higher general plan multifamily densities can be achieved when planned development zoning is used. In the Alma Avenue Specific Plan Area, which is zoned for core-area planned development (P-D-C), general plan densities up to 100 units per acre can be realized if applicable floor area ratio controls can be met. Many of the City approved projects in planned development zones have lot sizes of 5,000 to 6,000 square feet. However, until such time as Measure H traffic standards can be met, non-senior residential development will be limited to 30 dwelling units per parcel inside the Core Area, and 10 units per parcel outside the Core Area.

b. Development Fees

Fees imposed on developers of new housing fall into three general categories: **infrastructure fees** to cover the costs of municipal facilities and services; **planning fees**; and **building fees**. Fees constrain housing by adding on to the cost of construction, thereby making some housing less affordable to certain income groups.

(1) Infrastructure Fees

The City of Walnut Creek does not impose an extensive set of infrastructure fees on new development other than a park land dedication in lieu fee and the basic requirement to improve all streets and alleys, including access rights, and abutter's rights, drainage, public utility easements, and other public easements within the subdivision. These requirements are outlined in the City's Subdivision Ordinance.

At present, the City collects a fee for all new commercial development in the Core Area to be used for traffic improvements in the downtown. A proposal is currently before the City Council to approve a citywide traffic impact fee for all new commercial and residential construction. Some community facilities may be exempt from these requirements.

Early in 1988 the County began collecting traffic impact fees for development in the unincorporated areas. The County is divided into three Benefit Areas, each with its own schedule of fees. A fee is assessed for office, commercial, industrial, and residential development. In the Central County Benefit

Area of Walnut Creek, each new single family home is assessed a fee of \$2,300, and each multiple family unit is charged \$1,840. These fees are applied toward regional roadway improvements.

Most infrastructure fees in the City of Walnut Creek are levied by the independent districts, agencies, or companies which provide a particular municipal service. Connection fees are charged by the water and sewer districts, and the gas and electric company, for all new development. Depending on the location in the City, drainage fees and school impact fees may be charged for developing in certain areas. No development fees are levied by the police and fire departments. These public services and facilities, and their capacities, are described in detail in the Growth Management Subelement.

(2) Planning Fees

Planning fees differ from infrastructure fees in that they usually cover the costs of procedural actions associated with the review and processing of development proposals. Depending on the size of the residential project, planning fees in Walnut Creek can range from \$350 for design review of a single family home up to several thousand dollars for a five or more lot subdivision which requires environmental analysis under the California Environmental Quality Act. The fees for projects involving General Plan amendments, land use rezonings, or use permits will be higher with costs billed at \$55.00 per hour of professional time spent on the project.

(3) Building Fees

The City charges building fees to recover the costs of plan checking development proposals and inspections to ensure compliance with the Uniform Building, Mechanical, Plumbing, and Electrical Codes and other state codes. In Walnut Creek, the plumbing, electrical, heating and cooling permit fees are consolidated under a single building permit fee which is based on the valuation of the proposed residential development. The cost of the building permit fee declines as the project cost increases. For example, the building permit and plan check fees for projects valued at \$2,000 or less is \$40.50, while the fees for projects valued over \$500,000 are \$1.00 per thousand.

To assist with the construction of affordable housing, the City may subsidize planning, traffic impact or park land dedication fees for those projects with at least 50% of low- and moderate-income housing.

c. On and Off Site Improvements

The provision of on-site improvements is a standard condition of all new development in Walnut Creek. These improvements usually include streets, curbs, gutters, sidewalks, landscaping, drainage, water, sewer, power and communications utilities. In some cases, off-site improvements may be required (e.g., drainage or flood control, street widening, trail easements). These requirements are not excessive and are comparable to provisions in neighboring cities.

d. Development Review Process

Depending on the complexity and magnitude of the development proposal, the time which elapses from application submittal to project approval may vary considerably. Examples of factors which affect the duration of development review are whether the land to be developed requires annexation or rezoning or whether a negative declaration, rather than a full scale Environmental Impact Report, is sufficient.

Generally, all developments undergo an environmental review and design review to ensure the continuity of development throughout the City. This process can take anywhere between six weeks for a small design review application, up to six months or longer for a subdivision application requiring an Environmental Impact Report. Development review priority will be given to those projects which include affordable housing.

e. Building and Housing Codes

Walnut Creek uses the Uniform Building Code and Uniform Housing Code as the basis for the City's building standards. These codes are enforced by the Building Inspection Division of the Community Development Department as new development projects are proposed or completed, or existing housing is upgraded to current standards.

The City does not have a systematic enforcement program. Existing units are inspected only when complaints are received by the City and, if housing code violations are discovered, owners would only be required to make improvements which bring the building up to minimal housing code standards. Because the City has not adopted more stringent standards, the enforcement of the UBC does not pose a significant constraint to the production or improvement of housing in Walnut Creek compared to nearby communities.



f. Growth Management

The 1989 General Plan contains a Growth Management Subelement, which incorporates Measure H, certain provisions of which will only be activated when traffic standards are attained. (See Section J Evaluation of the 1986 Housing Element, for a description of Measure H.) The growth management system concentrates on restricting the amount of commercial development that can occur in the City over the life of the general plan. This is in direct response to citizen concern about traffic congestion in the City.

The constraints imposed on housing production by the imposition of fees and by various processing requirements are recognized. Since Walnut Creek is not a full service city, it has no control over many of the fees. The City's development fees are not significantly higher than those of neighboring communities and the densities allowed by the General Plan and zoning are similar to those of neighboring communities. The City is proposing to reduce these constraints on low- and moderate-income housing by expediting processing and waiving or subsidizing development fees.

2. Market Constraints

While local government actions can have a significant effect on the production of housing, there are several market related factors, acting independently and beyond a local government's immediate control, which may pose barriers to housing production. These economic constraints are the cost of land for residential development, the cost of construction materials and labor, and the cost of financing.

a. Land Costs

The cost of land is one housing constraint where local government actions and market forces are closely interrelated.

Land prices in Walnut Creek depend on a number of factors, including: proximity to BART, the freeway, and downtown office developments; the allowable density and type of residential development, single-family or multifamily, suitable for the lot; the presence of services and utilities; the quality of the school district in which the parcel is located; and the quality of nearby existing development. Because the City is relatively built out there is not an abundant supply of undeveloped land, a factor which pushes up prices further.

Walnut Creek's tight land market is evidenced by the relatively few land parcels listed for sale. According to local realtors, in 1988 a typical half-acre lot in a desirable, single family neighborhood ranges in price from \$110,000 to \$190,000. Land zoned for higher densities are listed for much higher depending on the size and proximity to certain city amenities. For example, a 1.8 acre parcel situated near BART listed for \$1,735,500 in 1988.

Contra Costa County Assessor's 1988 records of vacant land within the City reveal a per acre value of land zoned for single-family use ranging from \$15,000 to \$506,500, with an average per acre value of \$125,000.

b. Construction Costs

An ongoing survey of construction costs in the San Francisco Bay Area Region conducted by Bank of America reveals that materials and labor costs are continually increasing. In July 1983, the per square foot construction cost of a typical, three-bedroom/two-bathroom, standard quality, single-family home was \$46.73. By July 1987, the per square foot construction cost of an identical home had risen to \$53.67, an almost 15% increase in four years.

c. Financing Costs

The cost of borrowing money to finance the construction of housing or to purchase a home has a large impact on the amount of affordably priced housing produced and subsequently purchased in a community. Fluctuating interest rates can eliminate many potential homebuyers from the housing market or render infeasible a housing project which, at lower interest rates, could have been successfully marketed.

According to local financial institutions and non-profit agencies, financing is generally available in Walnut Creek for new construction and rehabilitation loans. As mentioned previously, it is the limited amount of available land in this area which increases the cost of building. To make a project economically feasible, it is often necessary to maximize the density to lower the unit cost. With current density limitations, this is not always possible. While developers can obtain financing to build, they prefer to construct higher cost housing where they can recoup the high cost of the land.

Even with these financial constraints, the housing market in Walnut Creek is quite active. Current prevailing interest rates for conventional single-family mortgages are 10.0% to 10.5%, assuming a 30-year loan with an 80% loan to value ratio. These rates represent a noticeable decline from the mid-1984 rates of 14.5% for comparable loans.

Rental housing costs are also affected by higher interest rates, because, presumably, the owner will pass added costs directly to the tenant in the form of higher contract rents.

Examples illustrating the effect of different interest rates on homeowner, renter, and building costs are shown in Table 18 in the Appendix.

### 3. Community Sentiment

Community attitudes toward housing play an important role in determining the availability of housing affordable to all income levels. While most residents would concur that housing should be available to all economic segments of the community, occasionally there is opposition to housing for low- and moderate-income households. However, Walnut Creek residents are generally supportive of measures to promote affordable housing opportunities, and the City itself is sensitive in its choice of projects, policies, and programs which most effectively achieve that goal.

Community sentiment, as expressed in Measure H, appears to favor only a restricted amount of new residential construction until such time as traffic congestion is brought to acceptable levels.

## F. ENERGY CONSERVATION

Rapidly rising energy costs over the past decade have focused attention on the patterns of energy consumption and the opportunities for energy conservation in all sectors of society. Residential-related energy use is one area where opportunities for modifying energy consumption exist, and state law requires jurisdictions to address this opportunity in the housing element.

### 1. Energy Costs

Once considered an insignificant factor of housing costs, the energy needed to fuel residential heating and cooling systems and household appliances is consuming an increasing share of a household's income devoted to housing expenses.

Table 13 illustrates residential energy costs as a percentage of monthly housing income in Walnut Creek.



Table 13  
Energy Costs as a Percent of Income - 1980\*

|                              | 0%  | .1-2% | 3-4% | 5-9% | 10-14% | 15-19% | 20%+ |
|------------------------------|-----|-------|------|------|--------|--------|------|
| Percent of<br>Occupied Units | 1.5 | 70.5  | 15.7 | 8.3  | 1.9    | .8     | 1.3  |

Although Walnut Creek's climate is relatively temperate, the majority of households pay an average of \$41 per month for gas and electricity.\*\*

\* No comparable 1970 Census data relating energy costs to income is available.

\*\* Based on median family income and assumes average energy costs are 2% of income.

## 2. Opportunities For Energy Conservation

Recognizing the potential for saving through energy conservation techniques, the California Energy Commission developed standards for new residential construction and additions to existing dwellings. These regulations are contained in Title 24 (State Building Standards Code) of the California Administrative Code.

The City of Walnut Creek currently enforces the State Energy Conservation Standards. In addition to the Mandatory Features and Devices which all new construction must include, the regulations establish minimum levels of wall, ceiling, and floor insulation, maximum glazing area, minimum glazing U-values (e.g. single, double, or triple glazing), and minimum space conditioning and water heating system efficiencies. Credit for thermal mass, shading, infiltration control, and solar space and water heating is also considered.

Additionally, the Walnut Creek Subdivision Ordinance provides guidelines for the design of subdivisions to allow for future solar heating and cooling opportunities. These opportunities include the design of lot size and configuration to permit building orientation in an east-west alignment to maximize southern exposure or to take advantage of shade features or prevailing breezes.

## G. EMPLOYMENT TRENDS

Walnut Creek, once characterized as a bedroom community for San Francisco executives, has rapidly developed into a key business center. Major businesses have located headquarters or branch offices in the City's downtown core area. The resulting employment opportunities impact the City's housing market;

however, the degree to which the City must provide housing to accommodate the influx of jobs depends on the nature of the new firms and their employees. This section will discuss employment in Walnut Creek as well as the housing implications of current office development.

1. Existing Conditions

The "General Plan Market and Job/Housing Study" indicates that in 1985 there were 43,086 employees in Walnut Creek with the largest employment sectors in the retail trade (23%), services (33%) and fire, insurance and real estate (10%). This trend is expected to continue throughout the life of the plan. Table 14 lists the major businesses in Walnut Creek in 1988.

Table 14  
Major Walnut Creek Businesses (1988)

|                                  | No. of Employees | Type of Business                         |
|----------------------------------|------------------|--|
| John Muir Medical Center         | 1,772            | Health Care                              |
| Kaiser Permanente Medical Center | 1,250            | Health Care                              |
| Contra Costa Times               | 906              | Newspaper Publisher                      |
| Nordstrom                        | 600              | Retail Trade                             |
| Wells Fargo Bank                 | 530              | Commercial Banking                       |
| Chevron U.S.A.                   | 500              | Petroleum Manufacturing                  |
| Long Drug Stores                 | 499              | Office & Retail                          |
| Travelers Companies              | 476              | Insurance                                |
| Pacific Bell                     | 444              | Telecommunications                       |
| Liquid Air                       | 400              | Manufacturer of<br>Industrial Gases      |
| Varian Aerograph                 | 400              | Instrumentation for<br>Chemical Analysis |

On the following page Tables 15 and 16 describe the commute patterns of Walnut Creek residents and workers. These percentages are based on existing 1988 construction plus those projects expected to be completed by 1992. As shown in Table 15 over two-thirds of the residents of Walnut Creek will be working outside the Walnut Creek Planning Area in 1992. Table 16 indicates that approximately 80% of the Walnut Creek labor force lives elsewhere and will commute to Walnut Creek.



Table 15  
Where Walnut Creek  
Workers Live  
(Projected 1992)

|  |     |
|--|-----|
| Within Walnut Creek                                | 30% |
| Concord/Clayton                                    | 13% |
| Alamo/Danville/San Ramon<br>Eastern Alameda County | 13% |
| Pleasant Hill/Martinez                             | 11% |
| Western Alameda County                             | 9%  |
| San Francisco/San Mateo<br>Santa Clara Counties    | 8%  |
| Pleasant Hill BART                                 | 4%  |
| Solano County                                      | 4%  |
| Lamorinda  | 3%  |
| West Contra Costa County                           | 2%  |
| Napa/Sonoma Marin Counties                         | 2%  |
| East County  | 1%  |

Table 16  
Where Walnut Creek  
Residents Work  
(Projected 1992)

|  |     |
|--|-----|
| Within Walnut Creek                                    | 21% |
| Concord/Clayton  | 16% |
| East County<br>(Antioch/Pittsburg<br>Brentwood/Oakley) | 12% |
| Lamorinda  | 9%  |
| Pleasant Hill/Martinez                                 | 9%  |
| Alamo/Danville/San Ramon<br>Eastern Alameda County     | 9%  |
| Western Alameda County                                 | 8%  |
| Solano County  | 7%  |
| San Francisco/San Mateo/<br>Santa Clara Counties       | 4%  |
| West Contra Costa County                               | 3%  |
| Napa/Sonoma/Marin Counties                             | 2%  |

## 2. Implications of Future Commercial Development

This section looks at future commercial development to the year 2005 and the availability of housing within the incorporated City limits for workers expected to also reside in Walnut Creek.

### a. Employee Projections

The Growth Management System limits the amount of future commercial development to 1.5 million square feet over the life of the plan. It is anticipated that Measure H would allow a similar or lesser amount of new commercial development. This development is expected to be divided between retail and office uses.

To determine the number of employees projected by future commercial buildout, an employee/square foot factor was assigned to the office and retail commercial categories. Assumptions were made on the distribution of the 1.5 million square feet, and the following additional workers are estimated:

| General<br>Plan<br>Designations | Allocation of<br>Additional<br>Sq. Ft. | Factor | Additional<br>Workers |
|---------------------------------|--|--------|-----------------------|
| Office                          | 770,000                                | 220    | 3,500                 |
| Retail                          | 730,000                                | 450    | 1,622                 |
| TOTAL                           |  |        | 5,122                 |

\* Maximum number of new workers based on 100% eventual occupancy

(1) Residential Demand Resulting from Employment Growth  
Assuming 100% of all new workers will live in Walnut Creek

5100 (Additional workers)

1.34 (Divided by workers per household)

3806 Maximum number of new households assuming all jobs  
are filled by Walnut Creek residents (100%)

(2) Residential Demand Resulting from Employment Growth  
Assuming 50% of all new workers will live in Walnut Creek

.50 (Residence in place of work factor)

1.34 (Divided by workers per household)

x 5100 (Additional workers)

= 1903    Number of new households expected to reside in Walnut Creek (50%)

- (3)    Residential Demand Resulting from Employment Growth  
Assuming 30% of all new workers will live in Walnut Creek

Table 15 projects that 30% of the residents of Walnut Creek will be employed in Walnut Creek (the remaining 70% of working residents will be commuting to jobs outside the City). This projection was based on a number of land use assumptions used in the transportation model for the General Plan. Assuming that 30% of the Walnut Creek workers will be living in Walnut Creek, the minimum number of new households is projected as follows:

|        |   |
|--------|---|
| .30    | (Residence in place of work factor)                                       |
| 1.34   | (Divided by workers per household   |
| x 5100 | (Additional workers)  |
| -----  |   |
| = 1142 | Minimum number of New Households Expected to Reside in Walnut Creek (30%) |

It appears that the City would need to approve at least 1142 new housing units between 1988 and 2005 to accommodate new workers in the incorporated areas of the City. (This analysis does not include the unincorporated areas.) However, should a greater proportion of new workers choose to reside in Walnut Creek than the numbers estimated here, the City would have to increase its housing approvals even further to accommodate new workers.

## H.    EXISTING HOUSING INVENTORY

### 1.    Total Number of Housing Units

According to the information in the City's data base, there are 36,300 housing units within the Planning Area Boundaries of the City of Walnut Creek. Of this total, 30,700 units are located within the incorporated area and 5,600 units are in the County.

The number of housing units in the data base differs from the number estimated by the State Department of Finance, with the data base reporting approximately 1,664 more units for the City of Walnut Creek. The information in the data base includes existing construction plus "pipeline" projects--those projects which are either under construction or are approved but not yet constructed.

The State Department of Finance estimates used in the Housing Element are calculated by using the 1980 census information as a base and updating that information with data received from the City each year. The information submitted on new construction is based on the number



of units completed and certified for occupancy. Therefore, the State Department of Finance figures more accurately reflect what is actually constructed, while the data base shows what is likely to be developed over the next three years.

## 2. Single Family vs. Multiple Family Housing

The State Department of Finance estimates that as of January 1, 1988 the City of Walnut Creek contains 29,036 dwelling units. Of this total, 14,805 are single family dwellings (including 11 mobile homes) and 14,231 are multiple family units.

At present, there are approximately 5,900 multiple-family housing units constructed in Rossmoor. These units account for 41% of the total number of multiple family units in the City. Since Rossmoor is a fairly large, senior citizen retirement community, it skews the percentages of multi-family and single family housing statistics. Without Rossmoor, there is a total of 23,136 dwelling units in the City (14,805 single family and 8,331 multiple family). The percentage of multiple family is reduced to 36%.

## 3. Senior Citizen Housing

Walnut Creek has a high proportion of senior housing. At present, Rossmoor accounts for 20% of the City's housing stock. With the other senior housing projects listed below, plus completion of the Rossmoor Community Master Plan, 25% to 30% of Walnut Creek's housing stock will be senior citizen housing.

There are a variety of housing opportunities for senior citizens in Walnut Creek. These can be categorized as independent housing or non-assisted housing; semi-independent or assisted housing; and skilled nursing facilities.

### a. Independent or Non-Assisted Housing

Seniors who are healthy and do not require any type of medical assistance usually reside in their own homes or may live with relatives or friends. They live in housing available to anyone in the market place including single family homes, multiple-family units, apartment, or mobile homes. Although there is no information more recent than the 1980 Census with statistics about how many seniors are living independently in their own homes, recent articles on the subject estimate that, on a national average, approximately one-third of seniors over age 65 live in their own homes.

Housing for the elderly also includes residential developments specifically designed for senior citizens and restricted to certain ages (usually 55, 60, or 62). The housing is usually required to be self contained and physically accessible to elderly citizens. The following housing is available in Walnut Creek to seniors in this group:

Rossmoor Retirement Community  
Maximum 7,332 multiple-family units

Del Valle School Site (Rossmoor)  
Corner of Rossmoor Parkway and Tice Valley Road  
230 apartments (approved; not yet constructed)  
37 condominiums (approved; not yet constructed)

Walnut Square Senior Housing  
1875 Shuey Avenue  
147 apartments  
(includes 38 low- & moderate income units)

Tice Oaks  
2150 Tice Valley Road  
91 subsidized apartments (HUD, Sect. 8)

Carmel Pines  
1770 Carmel Drive  
50 apartments (owned by Housing Authority)

Casa Montego  
1485 Montego  
80 subsidized apartments (HUD, Sect. 202, Sect. 8)  
(approved; not yet constructed)

Some seniors prefer Congregate Living Facilities which are described as individual apartments with cooking facilities, central dining and social activity areas. At least one meal a day is provided as well as planned recreational and social activities, transportation services and linen-maid services. Typical residents of this housing type are persons capable of independent living, who are ambulatory and do not require any nursing care, or handicapped persons living in units designed for their use.

Kensington Place  
1580 Geary Road  
180 independent living units  
(includes 36 low- and moderate income units)

Montego Heights Lodge  
1400 Montego  
210 independent living apartments

Valley View Lodge at Rossmoor  
1228 Rossmoor Parkway  
125 independent living units

Del Valle School Site (Rossmoor)  
Corner of Rossmoor Parkway and Tice Valley Road  
300 independent living units  
(approved; not yet constructed)

b. Semi-Independent Housing or Assisted Housing

Assisted housing units, sometimes called rest homes or residential care facilities, are similar to apartments but include special support services such as central dining, transportation service, and limited medical or nursing care. Older citizens living in such housing generally desire privacy and independence and only need limited support services.

Walnut Creek has several **Residential Care Facilities** to meet the needs of the less independent seniors. These facilities are licensed by the State Department of Social Services. State law considers residential care facilities which serve 6 or fewer persons a residential use of property which cannot be regulated by local governments. As of September 1988, Walnut Creek contained 24 facilities; 18 in the incorporated City of Walnut Creek and 6 within the Sphere of Influence.

Residential Care Facilities which serve seven or more elderly residents are permitted with the granting of a Conditional Use Permit. The following facilities were established in Walnut Creek as of September 1988:

Carnelian No. 1 (County)  
2380 Warren Road  
Capacity: 15 beds

Carnelian No. 2 (County)  
170 Flora Avenue  
Capacity: 9 beds

Embassy House  
1315 Mt. Pisgah Road  
Capacity: 32 beds

Hillside Manor  
1515 Geary Road  
Capacity: 65 beds

Harmony Home  
1621 Third Avenue  
Capacity: 22 beds



c. Skilled Nursing Facilities

Housing is also available for seniors with long-term illnesses who are unable to care for themselves. Life-care facilities, nursing homes, and skilled-care facilities are designed for older persons who need a wide range of health and support services, including personal nursing care. The distinctive feature of these types of residences is on-site health care, enabling residents to receive needed medical care without leaving the supportive environment. **Skilled Nursing Facilities** are licensed by the State Department of Health. There are five skilled nursing facilities in Walnut Creek and another two under construction:

Manor Care Nursing Home  
East End Rossmoor Parkway  
180 beds  
(approved; under construction)

Del Valle School Site (Rossmoor)  
Corner of Rossmoor Parkway and Tice Valley Road  
(approved; under construction)

Rossmoor Manor  
1224 Rossmoor Parkway  
180 beds

San Marco Convalescent Hospital  
130 Tampico Street  
128 beds

Walnut Creek Convalescent Hospital  
2015 Mt. Diablo Boulevard  
93 beds

Ygnacio Convalescent Hospital  
1449 Ygnacio Valley Road  
99 beds

Elm Manor Convalescent Hospital  
1310 Creekside Drive  
42 beds

4. Low- and Moderate Income Housing

Walnut Creek has low- and moderate-income housing units scattered throughout the City. Some are in specific buildings constructed for this purpose; others are density bonus units in market-rate apartments.

Following is a list of the low- and moderate-income housing units specifically allocated for seniors. (Some of this information appeared earlier in this section.)

|  |                                     |
|--|-------------------------------------|
| Walnut Square Senior Housing<br>(density bonus)                    | 19 low-income<br>19 moderate-income |
| Tice Oaks<br>(CHFA & Section 8)                                    | 91 units                            |
| Carmel Pines<br>(Housing Authority)                                | 50 units                            |
| Casa Montego<br>(HUD, Sec. 202, Section 8)<br>(under construction) | 80 units                            |
| Kensington Place<br>(density bonus)                                | 18 low-income<br>18 moderate-income |

The following low- and moderate-income units are non-age restricted:

|   |                                |
|---|--------------------------------|
| Park Place<br>(FAR density bonus)<br>(under construction) | 2 units                        |
| Four Seasons<br>(Bond financing)                          | 36 low- and moderate<br>income |

5. Section 8 Existing Program

There are 140 Section 8 certificate holders in Walnut Creek. Of this total, 101 are senior citizens, including disabled seniors, and 39 are families.

6. Senior Lifetime Leases

The Condominium Conversion Ordinance requires that any person age 60 or older be offered a Lifetime Lease when apartment units are converted to condominiums. In 1988 there were 117 seniors protected under this lease arrangement:

- (3) Shadow Oaks, N. Civic Drive
- (6) Castlewood, 1160 Lincoln Ave.
- (48) The Keys, N. Civic Drive

## I. LAND INVENTORY

As required by state law, the housing element must include an analysis of the land available for residential development in the City over the next five years. Such land includes vacant sites and underutilized parcels. This section presents information on the number of dwelling units that could be constructed within the City's current density limits. Refer to the Community Development Element for the General Plan buildout of vacant and underutilized parcels by land use category.

### 1. Vacant Land

#### a. Incorporated City of Walnut Creek

Within the incorporated portions of the City, there are 364 acres of vacant land designated for residential development which could yield a total of 2034 units:<sup>1</sup> 460 single-family homes, 254 multiple-family units and 1,320 units in Rossmoor.

Vacant sites for single-family residential development are scattered throughout the City, with the major development potential in northwest Walnut Creek, Northgate Road area and the Newhall property. The majority of the new multi-family housing development would occur in Rossmoor (1,320 additional units under the master plan for the buildout of Rossmoor), and in the Core Area on the Kaiser parking lot site south of Newell Avenue with a yield of approximately 135 units.

#### b. Sphere of Influence

The available vacant land designated for residential development within the City's Sphere of Influence is 300 acres with a potential yield of 951 units based on the City of Walnut Creek's General Plan designations for those parcels. Approximately 559 single family homes and 392 multi-family units could be constructed on the unincorporated land within the Sphere of Influence.

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<sup>1</sup> Density was calculated using the midpoint of the General Plan density range. If the calculation resulted in a fraction of a unit, the fraction was dropped and the lower whole number was used.

Density calculations did not anticipate Measure H restrictions. It is assumed that these property owners will choose to develop to the maximum potential as senior housing, (an exemption in Measure H), rather than decrease dwelling unit yield under Measure H restrictions.



There are several large parcels available for development of 20 or more single family homes. The largest sites are to the south of Walnut Creek near Alamo. The areas for larger multiple-family housing development are near Oak Road, Cherry Lane and the Pleasant Hill BART station.

c. Planning Area Boundary

The remaining lands in the City's Planning Area Boundary consist of unincorporated parcels which lie beyond the City's Sphere of Influence line. There are approximately 2168 vacant acres which would yield 892 single family units based on City General Plan designations.

2. Underutilized Parcels

Underutilized parcels are lots that are zoned for a higher residential density than the development that currently exists on the site. For example, there are some areas in the City that are zoned for higher density multiple-family housing, but are developed with single-family dwellings, such as in the Alma Avenue specific plan area. If these sites were redeveloped at the current land use density, then more units could be developed on the lots. It should be noted that while the potential for density increases exists in several areas, not all property owners redevelop their property, or develop it to the maximum density permitted. However, this analysis assumes that all parcels with additional development potential will be redeveloped at the midpoint of the General Plan density range.<sup>1</sup>

a. Incorporated City of Walnut Creek

Approximately 4000 additional dwelling units could be constructed on sites that are underutilized, or partially developed. Of this total, 2409 are multiple family units and 1391 are single family homes. This number includes approximately 250 residential units in future mixed-use projects in the Golden Triangle area.

This figure also includes the development of residential units on the south side of Mt. Diablo Boulevard south of St. Mary's Catholic Church. This area was formerly designated commercial. (Refer to the Community Development Element for further discussion.)

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<sup>1</sup> Density calculations did not anticipate Measure H restrictions. It is assumed that these property owners will choose to develop to the maximum potential as senior housing, (an exemption to Measure H), rather than decrease dwelling unit yield under Measure H restrictions.

b. Sphere of Influence

The buildout potential of underutilized parcels in the unincorporated areas of the City's Sphere of Influence was calculated using the City's General Plan land use designations for these sites. This information is a very rough estimate because the land use designations may differ from those assigned by the County. Approximately 2180 units could be constructed on the underutilized, unincorporated lots within the Walnut Creek Sphere of Influence. Of this total, 728 are single family homes and 1452 are multiple family units. This area is not subject to Measure H restrictions as it is outside City jurisdiction.

c. Planning Area Boundary

The remaining lands in the City's Planning Area Boundary consist of unincorporated parcels which lie beyond the City's Sphere of Influence line. Approximately 722 single family units could be constructed on the underutilized unincorporated lots in the remaining Planning Area. This buildout is based on City General Plan designations.

J. EVALUATION OF THE 1986 HOUSING ELEMENT

1. Effectiveness of the Goals, Policies and Programs of the 1986 Housing Element

The goals, policies and most of the programs in the 1986 Housing Element have been effective in achieving the number of units approved to be constructed in the future. Over the short life of the plan, most of the units added to the City's housing stock were approved prior to adoption of the 1986 Housing Element so the actual unit production cannot be directly attributed to the goals, policies and programs of the 1986 plan.

Most of the new housing approved between 1986 and 1989 was multiple family and consisted of 139 apartment units above ground floor retail; 239 apartment units in the Alma Avenue Specific Plan area; 1,000 senior housing units, including 74 low- and moderate-income units; residential use of a former school site; second family units; and citywide infill residential development (described in more detail in the next section).

A very successful program was the apartment inspection program started in April 1987. By May 1988 approximately 60% of the apartment units in Census Tracts 3390, 3382.02 and 3430.01 (Core Area, North Ygnacio Valley, and Las Lomas areas respectively) had been inspected. Over 270 buildings (1,089 units) were inspected, 618 violations were noted, and \$2,775 million in repairs were identified. It should be noted that all repairs were made with private funds.

Less successful programs included floor area incentives (guidelines were not developed by January 1988); commercial/retail uses in multiple family structures (deferred until completion of the General Plan revision); annexation of vacant land (proposed Walnut Heights annexation was voted down by majority of residents); rezoning non-residential land (deferred until completion of General Plan revision); and mortgage revenue bond programs (limited availability).

Some projections were not achieved simply because no applications were submitted to the City. No new units were approved under bond programs because of changes to Federal regulations which lowered income limits. No applications were received for manufactured housing; fewer than projected applications were received for second family units; and no proposals were received for housing in the Golden Triangle. On the other hand, the number of senior housing units approved was twice the number projected partly because of the use of the former Del Valle High School site for senior housing.

Also in effect over the life of the previous plan was Measure H, described as a "citizen imposed constraint" in the previous housing element. Measure H prohibits commercial buildings over 10,000 square feet on a single parcel and housing projects over 30 units on a single parcel in the Core Area and over 10 units on a single parcel outside the Core Area until certain intersection standards are met.

It is too early to determine how Measure H has affected the production of housing. There were several proposals on large parcels of land which can not be implemented because of the density limitations of Measure H. These density limitations could be overcome if the property is developed for senior citizen housing, an exempt category under Measure H. In addition, there were projects approved which could have achieved a greater yield if not restricted to Measure H density limits. Housing was concentrated in those areas not constrained by Measure H limitations: infill development on small existing parcels, senior citizen housing, and high density housing on small parcels in the Core Area.

The major issues involving the production of housing over the life of the previous plan are not directly related to the effectiveness of the goals, policies and programs of the Housing Element. The two major factors have been the development community's uncertainty about Measure H, and the rapidly escalating costs of purchasing and developing land and housing in Walnut Creek. It is for these reasons that no major changes to the goals, policies and programs from the previous Housing Element are recommended in the revised plan.



## 2. Differences Between What Was Projected and What Was Achieved

Since adoption of the previous housing element, (December 16, 1986), 2,365 housing units were added to the City's housing stock bringing the total to 29,036 on January 1, 1988. Of these units, 1,270 were new construction and 1,156 were annexations. There were 61 demolitions. (The 1986 Housing Element projected that 1,665 new units would be added to the City's housing stock by 1990.)

Of the 1,270 housing units constructed and issued occupancy permits, 38 were designated as low- and moderate-income units (75 affordable units in new housing were projected). These were included in the Walnut Square Senior Housing project in exchange for a density bonus.

Thirteen of the 20 projected second family units have been constructed. Nine additional Section 8 Existing certificates have been issued (40 projected), and one Reverse Annuity Mortgage for a low income senior has been processed (40 projected). In addition, fifty-four first time home buyers qualified for low interest mortgages under the Contra Costa County Mortgage Revenue Bond Program. Fifty-three condominiums were purchased in The Keys, and two single family homes were purchased elsewhere in the City.

In 1987 the City donated \$15,000 from the General Fund to the City of Richmond for its homeless shelter.

Inspections were made of 271 apartment buildings (100 projected) containing 1,089 units with over 600 violations noted and corrected.

Although not yet constructed, approvals have been granted for two mixed use projects in the Core Area: Tower Court, 109 units above ground floor retail, and Diablo Court, a 30 unit project over ground floor retail. None were projected in the previous plan.

Implementation of the Alma Avenue Specific Plan has begun with the approval of two apartment projects. Park Place Apartments, 148-units, is under construction; Alpine Park, 91-units, is expected to commence construction shortly. A third project for 42 units is under review. The previous plan projected construction of 300 units in the Alma Avenue Specific Plan area.

Several new senior housing projects have been proposed within the last three years. Approval has been granted for construction of 182 additional units in Rossmoor, and 267 apartment and condominium units and 300 congregate living units on the Del Valle School site. Recently completed, and not yet included in the completion totals, is the Kensington Place development, a congregate living facility for 180 seniors, (including 36 low- and moderate-income units). The previous plan estimated the addition of 500 senior housing units.

Casa Montego, the 80-unit, subsidized senior housing project on La Casa Via, has been approved by HUD and will be under construction in 1989.

3. Changes in the Goals, Policies and Programs in the Updated Housing Element

Most of the goals, policies and programs in the previous Housing Element have been included in the updated 1989 Housing Element. The only program specifically excluded in the updated version is the Floor Area Incentives program and rezoning to higher densities. In addition, a number of new policies and programs have been added including:

- . identifying CDBG and/or other sources of funding for the purchase of land for low- and moderate-income housing
- . investigating concepts and funding sources for homeownership assistance for first time homebuyers (mortgage assistance payments, down payment assistance, or equity sharing)
- . encouraging innovative housing approaches in the design of units (allow zero lot line housing on smaller lots)
- . subsidizing development fees for construction of low- and moderate-income housing units
- . developing an ordinance which requires applicants to provide relocation assistance to low- and moderate-income households
- . encouraging the development of residential care and skilled nursing facilities for senior citizens
- . amending the zoning code to require new residential projects involving demolition of habitable single family homes which are affordable to low- and moderate-income households to include an equivalent number of equally priced housing units in any new development
- . prohibiting those projects which receive density bonuses from converting affordable housing units to market rate rents for the longest period of time legally allowable after initial occupancy (preferably 30 years)
- . developing a program to provide low interest loans for single-family low- and moderate-income housing rehabilitation
- . encouraging the relocation of homes scheduled for demolition for any public improvement project

supporting a regional approach to solving housing problems with continued support for the efforts of the Contra Costa County Housing Authority and its goal of increasing the supply of affordable housing in the County



Table 17  
HUD 1988 Family Income Limits by Family Size

| <u>Family<br/>Size</u> | <u>Median<br/>Family<br/>Income</u> | <u>Very<br/>Low<br/>Income</u> | <u>Low<br/>Income</u> | <u>Moderate<br/>Income</u> |
|------------------------|-------------------------------------|--------------------------------|-----------------------|----------------------------|
| 1                      | 28,062                              | 15,200                         | 22,450                | 33,675                     |
| 2                      | 32,125                              | 17,350                         | 25,700                | 38,550                     |
| 3                      | 36,125                              | 19,550                         | 28,900                | 43,350                     |
| 4                      | 40,125                              | 21,700                         | 32,100                | 48,150                     |
| 5                      | 42,625                              | 23,450                         | 34,100                | 51,150                     |
| 6                      | 45,125                              | 25,150                         | 36,100                | 54,150                     |
| 7                      | 47,625                              | 26,900                         | 38,100                | 57,150                     |
| 8+                     | 50,187                              | 28,650                         | 40,150                | 60,225                     |

Table 18  
Effect of Interest Rates on Housing cost  
\$108,000 30-Year Loan (80% Loan to Value Ratio)  
On a Single Family Home  
33% of Income to Housing

| Annual Income<br>Interest<br>Rate | Monthly<br>Payment | Necessary<br>to Qualify |
|-----------------------------------|--------------------|-------------------------|
| 13.0%                             | \$1,307            | \$47,534                |
| 12.5%                             | \$1,265            | \$46,005                |
| 12.0%                             | \$1,223            | \$44,487                |
| 11.5%                             | \$1,182            | \$42,982                |
| 11.0%                             | \$1,141            | \$41,491                |
| 10.5%                             | \$1,100            | \$40,015                |
| 10.0%                             | \$1,060            | \$38,556                |
| 9.5%                              | \$1,021            | \$37,114                |
| 9.0%                              | \$ 981             | \$35,690                |

25-Unit Apartment Complex; \$1,250,000 30-Year Loan

| Interest Rate | Monthly Mortgage Cost Per Unit |
|---------------|--------------------------------|
| 13.0%         | \$553                          |
| 12.0%         | \$514                          |
| 11.0%         | \$476                          |
| 10.0%         | \$439                          |
| 9.0%          | \$402                          |

One Single Family Home  
\$100,000 1-Year Construction Loan  
Land and Other Predevelopment Costs = \$25,000  
Profit and Overhead = 15% of Other Costs

| Interest Rate | Interest Cost | Final Cost of Home |
|---------------|---------------|--------------------|
| 13%           | \$13,000      | \$158,700          |
| 12%           | \$12,000      | \$157,550          |
| 11%           | \$11,000      | \$156,400          |
| 10%           | \$10,000      | \$155,250          |
| 9%            | \$ 9,000      | \$154,100          |

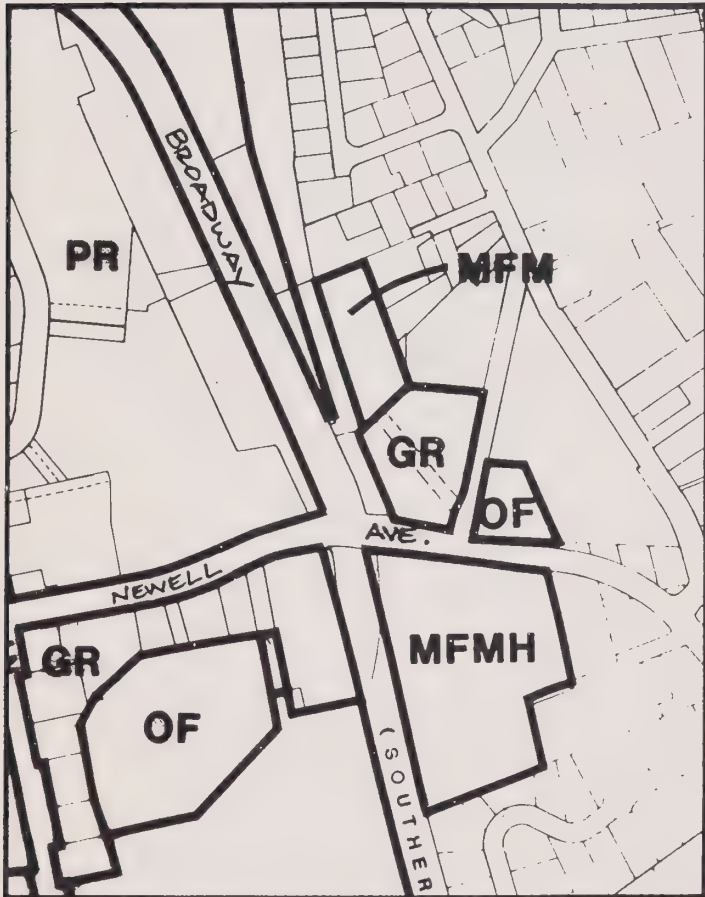
Note that the increase in price is greater than the incremental increase in interest costs since the profit and overhead component varies based on the final sale price. This example assumes the builder is able to recoup all costs.

# LAND USE MAP CHANGE

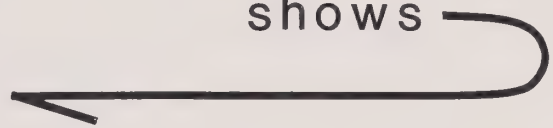
## General Plan Amendment #2

(Resolution 4995)

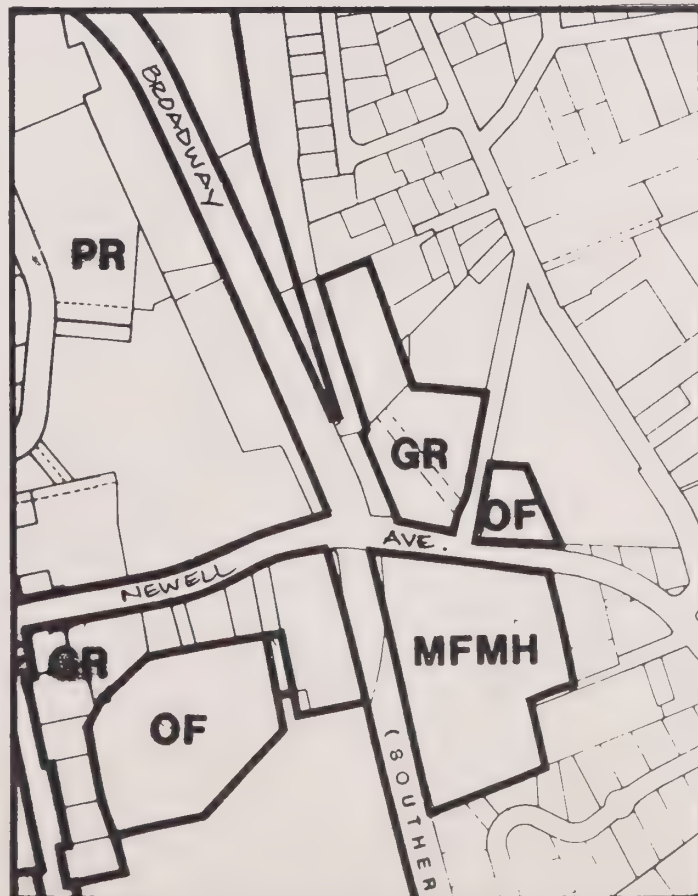
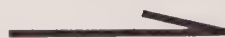
ADOPTED 12/5/89



Map  
currently  
shows



Map  
change  
with  
amendment





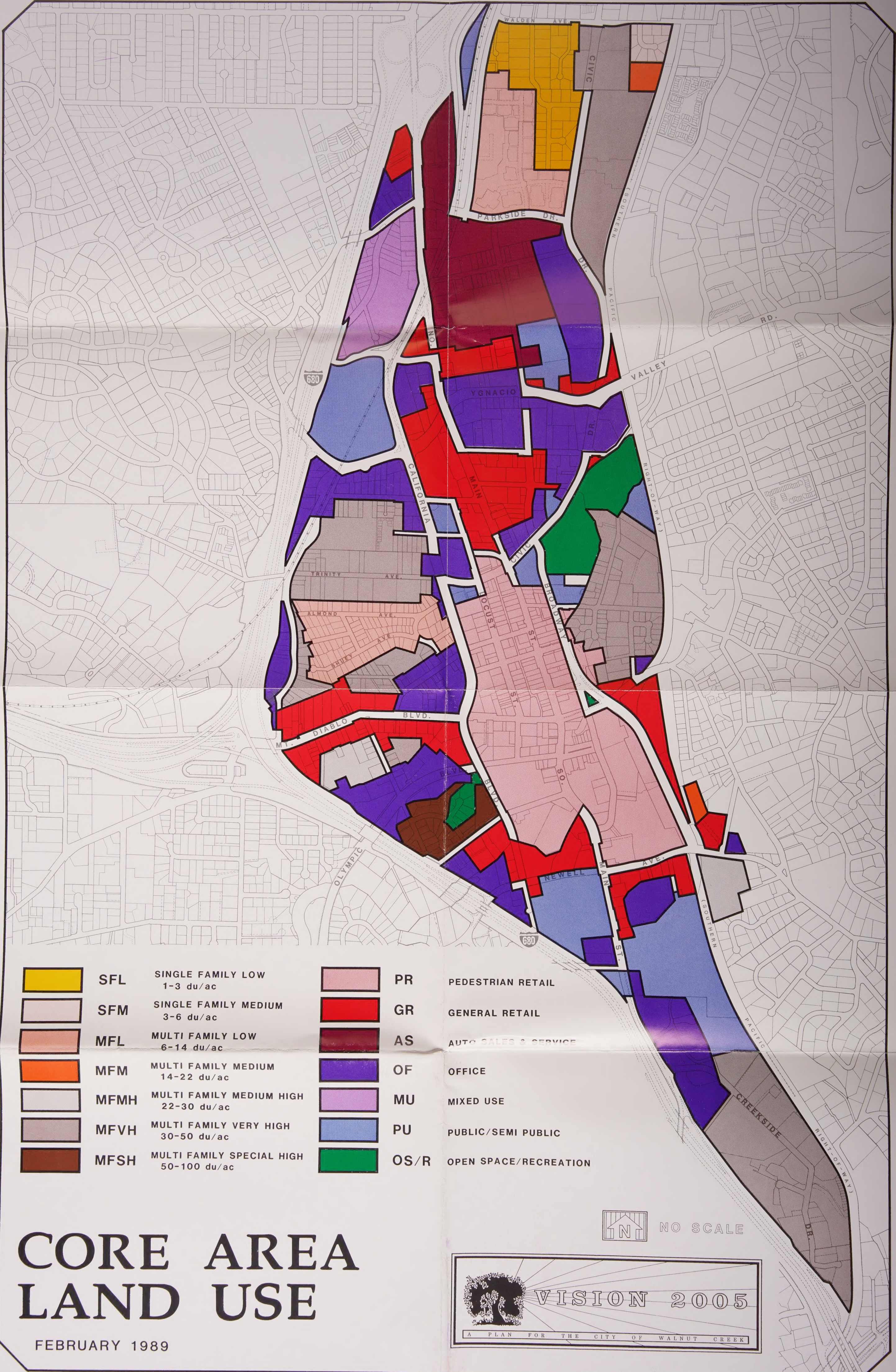



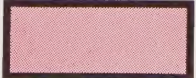
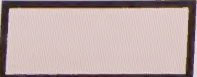
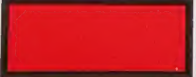
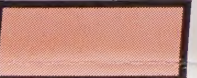



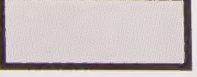







Oversized Map or Foldout not scanned.

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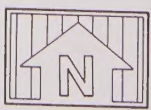





|  |             |  |   |             |                                 |
|--|-------------|--|---|-------------|---------------------------------|
|  | <b>SFL</b>  | <b>SINGLE FAMILY LOW</b><br>1-3 du/ac            |  | <b>PR</b>   | <b>PEDESTRIAN RETAIL</b>        |
|  | <b>SFM</b>  | <b>SINGLE FAMILY MEDIUM</b><br>3-6 du/ac         |  | <b>GR</b>   | <b>GENERAL RETAIL</b>           |
|  | <b>MFL</b>  | <b>MULTI FAMILY LOW</b><br>6-14 du/ac            |  | <b>AS</b>   | <b>AUTO SALES &amp; SERVICE</b> |
|  | <b>MFM</b>  | <b>MULTI FAMILY MEDIUM</b><br>14-22 du/ac        |  | <b>OF</b>   | <b>OFFICE</b>                   |
|  | <b>MFMH</b> | <b>MULTI FAMILY MEDIUM HIGH</b><br>22-30 du/ac   |  | <b>MU</b>   | <b>MIXED USE</b>                |
|  | <b>MFVH</b> | <b>MULTI FAMILY VERY HIGH</b><br>30-50 du/ac     |  | <b>PU</b>   | <b>PUBLIC/SEMI PUBLIC</b>       |
|  | <b>MFSH</b> | <b>MULTI FAMILY SPECIAL HIGH</b><br>50-100 du/ac |  | <b>OS/R</b> | <b>OPEN SPACE/RECREATION</b>    |

# CORE AREA LAND USE

FEBRUARY 1989

 NO SCALE

**VISION 2005**  
A PLAN FOR THE CITY OF WALNUT CREEK





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